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ABSTRACT

Schools and communities increasingly are being called on to meet the needs of all youngsters-- including those experiencing learning, behavior, and emotional problems. Meeting the challenge is difficult. Efforts to do so are handicapped by the way in which student support interventions currently are conceived, organized, and implemented. Over the many years that school reform has focused on improving instruction, little attention has been paid to rethinking student supports. Because of this, many factors that interfere with student performance and progress are not addressed effectively. In response to widespread interest for mounting a nationwide initiative to stimulate new directions for student supports, a national Summit was convened on October 28, 2002. The discussion centered around four fundamental problems that must be addressed in order to move forward: (1) policy, (2) intervention frameworks, (3) infrastructure, and (4) systemic change. The report from the summit begins with a concept paper entitled: "New Directions for Student Support" and then highlights key points discussed at the meeting. Among the major points covered: (1) current policy and practice should be viewed through the lens of how schools address barriers to learning and teaching; (2) all support activity can be embedded in comprehensive, integrated frameworks; (3) student supports can be reframed as a comprehensive, multifaceted, and cohesive component to address barriers to learning; and (4) new directions means restructuring, transforming, and enhancing school-owned and community resources. (GCP)

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Center for Mental Health in Schools
UCLA

A Center Report . . .

Summit on New Directions for Student Support

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Executive Summary

Summit on New Directions for Student Support

Schools and communities increasingly are being called on to meet the needs of all youngsters – including those experiencing learning, behavior, and emotional problems. Meeting the challenge is difficult. Efforts to do so are handicapped by the way in which student support interventions currently are conceived, organized, and implemented.

> *School systems are not responsible for meeting every need of their students.*
>
> *But when the need directly affects learning, the school must meet the challenge.*
>
> Carnegie Task Force on Education of Young Adolescents

Over the many years that school reform has focused on improving instruction, little attention has been paid to rethinking student supports. Because of this, many factors that interfere with student performance and progress are not addressed effectively. Moreover, major resources are not used in the best ways to assist schools in accomplishing their mission.

In response to widespread interest for mounting a nationwide initiative to stimulate new directions for student supports, a national Summit was convened on October 28, 2002. The discussion centered around four fundamental problems that must be addressed in order to move forward: (1) policy, (2) intervention frameworks, (3) infrastructure, and (4) systemic change. A set of resource aids were compiled related to these matters and are available in a separate document entitled: *Rethinking Student Support to Enable Students to Learn and Schools to Teach* (accessible on the internet http://smhp.psych.ucla.edu).

Summit participants began by reviewing the existing state of affairs. They recognized that student supports usually are mandated, developed, and function in relative isolation of each other. The result: an ad hoc and fragmented enterprise that does not effectively address the many factors that interfere with student performance and progress.

The report from the summit begins with a concept paper entitled: *New Directions for Student Support* and then highlights key points discussed at the meeting.Among the major points covered:

> *Current policy and practice should be viewed through the lens of how schools address barriers to learning and teaching.*

Such a lens makes clear how much is missing in prevailing efforts to close the achievement gap and ensure no child is left behind. Relatedly, it can help clarify for policy makers why student supports are an essential component of effective schools. Addressing barriers is also a good frame of reference for gathering and analyzing existing data and proposing ways to broaden the data base on the value of student supports.

> *All support activity, including the many categorical programs funded to deal with designated problems, can be embedded in comprehensive, integrated frameworks.*

To improve policy, practice, research, and staff preparation, summit participants concurred that unifying frameworks are needed. Such frameworks are illustrated in the concept paper included in the Report. One figure outlines the full continuum of interventions, highlighting the value of braiding school and community resources. Another figure reframes current school-based and linked programs and services into a cohesive six area "curriculum" for addressing barriers to learning and teaching.

Student supports can be reframed as a comprehensive, multifaceted, and cohesive component to address barriers to learning.

Participants concurred that a potentially valuable way to rethink the enterprise of student support was to group all the activity into a unifying component, such as a "learning supports component."

New directions means restructuring, transforming, and enhancing school-owned and community resources

To ensure all students have an equal opportunity to succeed at school, the long-range aim should be to evolve a comprehensive component to effectively address barriers to development, learning, and teaching by weaving resources together into the fabric of every school. The focus should be on *all* school resources (e.g., compensatory and special education, support services, recreation and enrichment programs, adult education, facility use) and *all* community *resources* (e.g., public and private agencies, families, businesses; services, programs, facilities; volunteers, professionals-in-training). Toward these ends, new mechanisms are needed to enhance resource use through braiding, coordination, integration, and careful priority setting.

With resources combined properly, the *end product* can be cohesive and potent *school-community partnerships*. Such partnerships are essential if society is to strengthen families and neighborhoods and create supportive and caring environments that maximize learning and well-being. All this will be easier to accomplish once policy makers recognize the essential nature of a component for addressing barriers.

****

Recommendations

Essentially, the call is for elevating policy to ensure development to full potential of student learning support systems. The specific focus is on the need for policy makers at all levels to enhance their support for efforts to

(1) build multifaceted learning support systems that are developed into a comprehensive, cohesive component and are fully integrated with initiatives for improving instruction at every school (see Exhibit 1);

(2) amass and expand the research-base for building such a learning support component and establish the evaluation processes for demonstrating the component's long-term impact on academic achievement (see Exhibit 2).

In addition, policy efforts should be made to ensure

boards of education move toward establishing a standing subcommittee specifically focused on ensuring effective implementation of the policy for developing a component to address barriers to student learning at each school;

pre- and in-service programs move toward a substantial focus on (a) the concept of a component to address barriers to student learning and (b) how to operationalize such a component at a school in ways that fully integrate with instruction.

****

Exhibit 1

Recommendation #1: *Build multifaceted learning support systems that are developed into a comprehensive, cohesive component and are fully integrated with initiatives for improving instruction at every school.*

Policy action is needed to guide and facilitate development of a potent component to address barriers to learning at every school. Such policy should specify that an enabling or learning support component is to be pursued as a primary and essential facet of effective schools and in ways that complement, overlap, and fully integrate with initiatives to improve instruction and promote healthy development.

Guidelines accompanying policy actions for building a comprehensive component should cover how to:

a) *phase-in* development of the component at every school in ways that build on what exists – incorporating best practices into a *programmatic approach;* (Such an approach should be designed to [1] enhance classroom based efforts to enable learning, including re-engaging students who have become disengaged from classroom learning and promoting healthy development, [2] support transitions, [3] increase home involvement, [4] respond to and prevent crises, [5] outreach to develop greater community involvement, and [6] provide prescribed student and family assistance.)

b) expand standards and accountability indicators for school learning supports to ensure this component is fully integrated with the instructional component and pursued with equal effort in policy and practice; (This includes standards and indices related to enabling learning by increasing attendance, reducing tardiness, reducing problem behaviors, lessening suspension and dropout rates, abating the large number of inappropriate referrals for special education, etc. It also encompasses expanded standards and accountability related to the goals for increasing personal and social functioning, such as enhancing civility, teaching safe and healthy behavior, and character education.)

a) restructure at every school and district-wide in ways that

redefine administrative roles and functions to ensure there is dedicated and authorized administrative leadership;

reframe the roles and functions of pupil services personnel and other student support staff in keeping with the functions that are required to develop the component;

redesign school infrastructures to (a) enable the work at each school site and (b) establish formal connections among feeder pattern schools to ensure each supports each other's efforts and achieves economies of scale;

redesign the central office, county, and state-level infrastructures so they support the efforts at each school and promote economies of scale;

establish a mechanism (e.g., a team) at every school, for each feeder pattern, and district-wide that plans, implements, and evaluates how resources are used to build the component's capacity;

build the capacity of administrators and staff to ensure capability to facilitate, guide, and support systemic changes related to initiating, developing, and sustaining such a component at every school;

broaden accountability at school and district-wide, assuring specific measures are (a) consonant with expanded standards and indicators and (b) yield data to evaluate the relationship between student support and academic achievement and enable cost-benefit analyses.

d) *weave resources into a cohesive and integrated continuum of interventions over time*. Specifically, school and district staff responsible for the component should be mandated to collaborate with families and community stakeholders to evolve systems to 1) promote healthy development, 2) prevent problems, 3) intervene early to address problems as soon after onset as feasible, and 4) assist those with chronic and severe problems.

Exhibit 2

Recommendation #2: *Amass and expand the research-base for building such a learning support component and establish the evaluation processes for demonstrating the component's long-term impact on academic achievement.*

Given the need to build on an evolving research base and given the demand by decision makers for data showing that student support activity improves student achievement, it is recommended that a large scale initiative be developed to address these matters.

Guidelines for such an initiative should specify that it is to

clarify the need for learning supports and delineate frameworks that can guide development of a cohesive approach for addressing such needs; (Specific attention should be paid to the need to close the achievement gap, the promise to leave no child behind, and the necessity of addressing barriers to learning.)

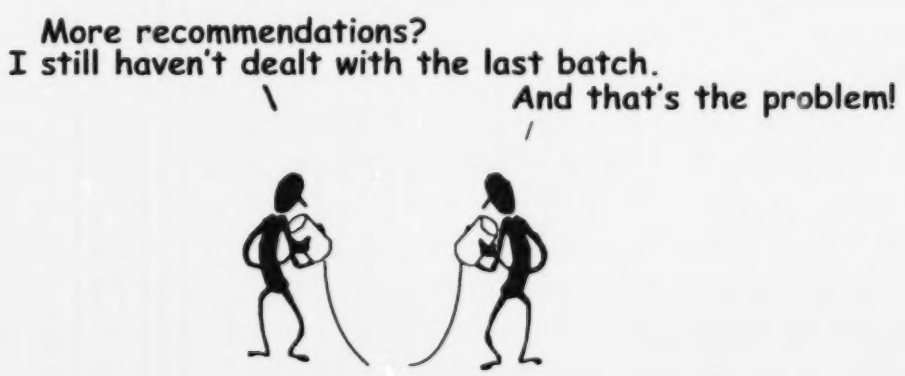
use the delineated frameworks to amass and extrapolate from existing data the current research-base for the component and for specific programs and services;

provide a guide for districts as they refine their information management systems; the guide should delineate the broad base of data essential for evaluation and accountability of learning supports and ensure the data can be disaggregated appropriately;

evaluate learning support activity by contrasting a sample of districts using traditional approaches with those pursuing new directions;

describe and analyze models for new directions and document best practices.

To ensure the work is done in ways that mobilize the field, local, state, and national support would be invaluable. For example, the U.S. Department of Education could expand the work of its regional centers to encompass this initiative. State education agencies can encourage districts to play a role by expanding the accountability framework for schools and encouraging use of initial findings mainly for formative evaluation purposes until a comprehensive learning support component is in place.



Making the Case: Why Are Learning Supports Essential?

It is not enough to say that all children can learn or that no child will be left behind. As the new (2002) mission statement of the Council for Chief State School Officers (CCSSO) clearly recognizes, the work involves "achieving the vision of an American education system that *enables* all children to succeed in school, work, and life" (emphasis added). Or as the Carnegie Task Force on Education stresses: "School systems are not responsible for meeting every need of their students. But, when the need directly affects learning, the school must meet the challenge."

To meet the challenge and enable all children to succeed in school, work, and life, requires (1) enhancing what schools do to improve instruction ***and*** strengthening how they use the resources they deploy for providing student supports and (2) weaving in community resources to strengthen programs and fill gaps.

>To ensure no child is left behind, every school and community need to work together to enhance efforts designed to increase the number of students who arrive each day ready and able to learn what the teacher has planned to teach.

>This involves helping significant numbers of students and their families overcome barriers to development and learning (including proactive steps to promote healthy development).

>Most barriers to learning arise from risk factors related to neighborhood, family, and peers. Many of these external barriers (along with those intrinsic to individual students) can and must be addressed by schools and communities so that youngsters have an equal opportunity to succeed at school.

>School districts usually have resources – people and programs – in place to help address barriers and enhance student readiness for learning each day. Communities also have relevant resources.

>At school sites, existing school-owned student support resources and community services that are linked to the school often are used in an ad hoc, fragmented, and marginalized way, and as a result, their impact is too limited and is not cost-effective.

>Reframing and restructuring the way in which these resources are used at a school site and then working with the school feeder patterns to create networks for effectively addressing barriers to learning is essential to enhancing impact and cost-effectiveness.

Frameworks for pulling together these resources at schools (and for working with community resources) are outlined in the concept paper that precedes the Summit highlights and recommendations.

Moving the Initiative Along

Over the coming year, our Center will organize three regional summits and promote state-wide summits. Regional and state summits will be designed to encourage advocacy for and initiation of new directions and will build a leadership network. The focus will also be on delineating specific action steps for participants related to getting from here to there. At an appropriate time, we will invite the leadership network to join with us in organizing a national summit on student support for policy makers.

The Center will continue to identify and showcase efforts to move in new directions. In addition, we will enlist other centers, associations, journals, and various media to do the same.

We also will pursue opportunities to encourage funding sources with respect to the recommendation on amassing and expanding the research base. And, we will ask those with whom we network to do so as well.

At the same time, the Center and the growing leadership network will provide technical assistance and training for and foster mutual support among localities and states moving in new directions. This will allow for sharing of effective practices, lessons learned, and data on progress. A listserv will be established as one direct linking mechanism. Other sharing will be done through websites and various conferencing formats.

All who read this document are invited to suggest other strategies and action steps for moving the agenda forward.

Some Strategic Steps You Can Take Now

Are you

a student support professional?
a school or district administrator?
a regular or special education teacher?
a community partner/provider connected with schools?
a policy maker?
a state or federal department representative?
a regional or national organization representative?
an advocate?
a parent? student? citizen?

If so, this *Turning Point Initiative* needs your involvement in moving the field of student support in new directions.

Here are some things you can do:

(1) Speak out and advocate
>share this Report with others who are in a position to effect systemic changes
>let us know who else to send it to
>tell us who else should be informed about upcoming Regional/State Summits
>tell others about the new directions highlighted in the Report.

(***2) Sign-up for the listserv*** that will become a linking mechanism for those who want to take a leadership role in moving the field of student support in new directions.

(3) Share information with others (directly and/or through us)
>about effective practices, lessons learned, and data on progress
>about the costs of continuing to do business as usual
>about upcoming Regional and State Summits.

(4) Send in your ideas
>about enlisting other centers, associations, journals, and various media to showcase efforts to move in new directions
>about roles you and others can play in advancing this initiative
>about how to kick-start some activity related to the Summit recommendation on amassing and expanding the research base
>about who should be invited to a national Summit for Policy makers.

(5) Use every window of opportunity to be a catalyst for fundamental systemic changes that can enhance the effectiveness of student supports.

Remember: If we truly mean to leave no child behind, it will take enlightened people at each level to end the status quo. And, it will take committed people, working together, to establish and fully integrate comprehensive, multifaceted, and cohesive learning support systems into every school improvement initiative.

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B. Addressing Barriers to Student Learning & Promoting Healthy Development: A Usable Research-Base

C. Participants

D. Those Unable to Attend Because of Schedule or Location

E. Others Who Expressed Interest in the Initiative

F. Abstracts of "New Directions" Documents Provided by Participants

Resource Aids (The following resource aids have been culled from various documents developed by the Center for Mental Health in Schools at UCLA and are available in an accompanying document.)

A. Examples of Policy Statements
B. Phasing-in the Component
C. Expanding Standards and Accountability to Encompass a Student Support Component to Address Barriers and Enable Learning
D. Job Descriptions for Learning Support (Enabling) Component Leadership at a School Site
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Preface

Since its inception in 1995, the national Center for Mental Health in Schools at UCLA has pursued a variety of initiatives designed to enhance ways for schools to address barriers to learning and teaching and broaden their role in promoting healthy development. We have long believed that an essential key to all this is rethinking how schools provide support for students who are not doing well.

> *Over the many years that school reform has focused on improving instruction, little or no attention has been paid to rethinking student supports. As a result, many factors that interfere with student performance and progress are not addressed effectively, and major resources are not being used in the most effective ways to assist schools in accomplishing their mission.*

During the first half of 2002, the Center determined there was widespread interest in mounting a nationwide initiative to stimulate new directions for how schools provide student supports. To this end, a national Summit for Student Support Administrators and other key leaders was convened on October 28, 2002 focused on *Moving Forward in New Directions*. The day was structured around the following four fundamental problems that must be addressed in order to move forward with new directions: (1) the policy problem, (2) the intervention framework problem, (3) the infrastructure problem, and (4) the systemic change problem.

Attendance was limited to about 60 leaders whose position allows for a big picture perspective related to student support at a local, state, and/or national level. Those attending included state and district administrators (superintendents, assistant superintendents, chiefs-of-staff, directors), leaders of major associations/guilds concerned with student support personnel, representatives from institutions of higher education who train such personnel, a few line staff to keep the group grounded, and staff from our Center (see participant list).

In preparation for the Summit, the Center prepared and sent each participant a concept paper entitled: *New Directions for Student Support*. The paper explores

> the need for enhancing how schools address barriers to student learning
>
> the ways in which current student supports are fragmented and marginalized
>
> the desirability of reframing student and teacher supports through (a) a policy shift, (b) guidelines for a comprehensive student support component, and (c) redesigning how schools address barriers to learning.

Then, it offers some thoughts in response to the question:

Where Do We Go From Here?

Specifically, it is suggested that policy action is needed to guide and facilitate the development of a potent component to address barriers to learning (and support the promotion of healthy development) at every school. Moreover, it is stressed that the policy should specify that such an enabling (or learning support) component is to be pursued as a primary and essential facet of school improvement and in ways that complement, overlap, and fully integrate with the instructional component. Finally, a set of guidelines to accompany the policy is outlined.

This report begins with the concept paper and then highlights key points discussed at the meeting. To assist the discussion of recommendations, participants were provided with a preliminary set of resource aids designed to assist in pursuing the recommendation made in the concept paper. (These aids will be revised and the set will be expanded over the next year as part of the initiative's activity.) The aids are too voluminous for inclusion in the report. They have been packaged in a separate Center document entitled: *Rethinking Student Support to Enable Students to Learn and Schools to Teach*. That document (which also contains the concept paper) can be accessed from the Center's website or a hardcopy can be requested.

Some participants provided documents describing innovations related to their work. (Other descriptions will be gathered as part of this initiative.) Abstracts and contact information for requesting each document are appended to this report.

At the end of the day, participants had built on and expanded the recommendations outlined in the concept paper and offered support to ensure the success of this initiative for stimulating new directions for how schools provide student supports. In addition, strategies for moving forward were explored and offers were tendered to aid in organizing three similar regional Summits, as well as promoting state-wide Summits.

This and accompanying documents are meant as a stimulus for moving forward with efforts across the country to rethink student support. In distilling the essence and richness of the meeting, we recognize that summaries and analyses are always filtered through a personal lens; thus, we apologize for any errors of omission or commission and encourage feedback.

Howard Adelman and Linda Taylor
November, 2002

New Directions for Student Support: It's Time to Move Forward!

FROM RECENT REPORTS

High Stakes Testing Taking it Toll on Students

(Froman article in the Boston Globe.) Concern about negative side effects of exit exams led the Center for Educational Policy to develop a report entitled *State High School Exit Exams: A Baseline Report.* The report notes that 572 students who failed the Massachusetts Comprehensive Assessment System did not take the retest. Of these, 168 dropped out of school. Of the 379 who failed the English part of the test and did not take the retest, 107 dropped out of school. The Center staff concludes that leaders need to address the negative or unexpected consequences and adjust policies appropriately.

Up to 5,000 Schools Expected to Fail

(From an article in the Philadelphia Inquirer.) Before the school year began, estimates indicated that 3-5 thousand schools nationwide probably would be declared as failing. Despite the multifaceted causes, the main emphasis in providing supplemental services is on tutoring. This tends to ignore the many factors that must be addressed so that schools and students can improve and to prevent others from experiencing a similar fate.

The need for student support is increasing . . .

District Support Service Staff Among the First Laid Off

(Froman article in the Detroit Free Press). Due to budget deficits, Detroit Public Schools has sent layoff notices to 150 nonteaching staff including 50 of the 271 social workers and 11 of the 50 truancy officers.

. . .while the enterprise of student support continues to be marginalized in policy and practice.

WHAT MUST BE DONE

Escape Old Ideas

The real difficulty in changing the course of any enterprise lies not in developing new ideas but in escaping old ones.

John Maynard Keynes

Reframe the Problem

School systems are not responsible for meeting every need of their students. But when the need directly affects learning, the school must meet the challenge.

Carnegie Task Force on Education

Two challenges face American education today: 1) raising overall achievement levels and 2) making opportunities for achievement more equitable. . . . To do this will require a profound transformation of our most basic assumptions about the ***enabling conditions*** *for learning.*

Lauren Resnick

In 2002, the Council of Chief State School Officers (CCSSO) adopted the following as the organization's new mission statement:

CCSSO, through leadership, advocacy, and service, assists chief state school officers and their organizations in achieving the vision of an American education system that ***enables*** *all children to succeed in school, work, and life.*

We need to build on these messages. Student support can be reframed as a comprehensive, multifaceted, and cohesive approach that is fundamental to the success of troubled schools. Properly established in policy and effectively implemented at every school, this component to address barriers to student learning will no longer be seen as a fragmented set of add-on services, but as the essential component that enables students to learn and schools to succeed.

New Directions for Student Support: A Concept Paper

School systems are not responsible for meeting every need of their students.
But when the need directly affects learning, the school must meet the challenge.
Carnegie Task Force on Education of Young Adolescents (1989)

Schools and communities increasingly are being called on to meet the needs of all youngsters – including those experiencing learning, behavior, and emotional problems. Meeting the challenge is difficult. Efforts to do so are handicapped by the way in which student support interventions currently are conceived, organized, and implemented.

Student supports usually are mandated, developed, and function in relative isolation of each other. The result is an ad hoc and fragmented enterprise that does not meet the needs encountered at most schools (see Figure 1).

Over the many years that school reform has focused on improving instruction, little or no attention has been paid to rethinking student supports. As a result, major resources are not being used in ways that are essential if schools are to accomplish their mission. This concept paper highlights the problem and suggests new directions.

Addressing Barriers to Learning . . . Everyday at School

Ask any teacher: "Most days, how many of your students come to class motivationally ready and able to learn what you have planned to teach them?" We have asked that question across the country. The consistency of response is surprising and disturbing.

In urban and rural schools serving economically disadvantaged families, teachers tell us that about 10 to 15% of their students fall into this group. In suburbia, teachers usually say 75% fit that profile.

Talk with students: Student surveys consistently indicate that alienation, bullying, harassment, and academic failure at school are widespread problems. Discussions with groups of students and support staff across the country suggest that many students who dropout are really "pushed out."

Ironically, many young teachers who "burnout" quickly could also be described as pushouts.

Although reliable data do not exist, many policy makers would agree that at least 30 percent of the public school population in the U.S. are not doing well academically and could be described as having learning and related behavior problems. In recent years, about 50% of students assigned a special education diagnosis were identified as having a learning disability (LD). Such numbers are far out of proportion with other disability diagnoses, and this has led to a policy backlash. If estimates are correct, about 80% of those diagnosed as having LD in the last part of the 20th century actually did not. This is not to deny that they had problems learning at school or to suggest that they didn't deserve assistance in overcoming their problems.

Given the above, it is not surprising that teachers, students, and their families continuously ask for help. And, given the way student supports currently operate, it is not surprising that few feel they are receiving the help they need.

Schools must be able to prevent and respond appropriately each day to a variety of barriers to learning and teaching. Those that can't are ill-equipped to raise test scores to high levels.

Current Student Support is Fragmented and Marginalized

Most teachers and administrators have a clear picture of the external and internal factors that interfere with effective learning and teaching at their school. And they aren't making excuses, they are stating facts. Moreover, they are aware of the need to help address such barriers. This awareness is reflected in the considerable expenditure of resources for student support programs and services and the growing number of initiatives for school-community collaboration. Now, the *No Child Left Behind Act* has set in motion events that will require even more "supplemental services."

Looked at as a whole, most districts offer a wide range of support programs and services. Some are provided throughout a school district, others are carried out at or linked to targeted schools. Some are owned and operated by schools; some are from community agencies. The interventions may be for all students in a school, for those in specified grades, for those identified as "at risk," and/or for those in need of compensatory education.

Student and teacher supports are provided by various divisions in a district, each with a specialized focus such as curriculum and instruction, student support services, compensatory education, special education, language acquisition, parent involvement, intergroup relations, and adult and career education. Such divisions usually are organized and operate as relatively independent entities. For example, many school-owned and operated services are offered as part of what are called pupil personnel services or support services. Federal and state mandates tend to determine how many pupil services professionals are employed, and states regulate compliance with mandates. Governance of their work usually is centralized at the district level. In large districts, counselors, psychologists, social workers, and other specialists may be organized into separate units, overlapping regular, special, and compensatory education. The delivery mechanisms and formats are outlined in the Exhibit on the following page.

At the school level, analyses of the current state of affairs find a tendency for student support staff to function in relative isolation of each other and other stakeholders, with a great deal of the work oriented to discrete problems and with an overreliance on specialized services for individuals and small groups. In some schools, a student identified as at risk for grade retention, dropout, and substance abuse may be assigned to three counseling programs operating independently of each other. Such fragmentation not only is costly in terms of redundancy and counterproductive competition, it works against developing cohesive approaches and maximizing results.[1]

In short, although various divisions and support staff usually must deal with the same common barriers to learning (e.g., poor instruction, lack of parent involvement, violence and unsafe schools, poor support for student transitions, disabilities), they tend to do so with little or no coordination, and sparse attention to moving toward integrated efforts. Furthermore, in every facet of a school district's operations, an unproductive separation often is manifested between staff focused directly on instruction and those concerned with student support. It is not surprising, then, how often efforts to address barriers to learning and teaching are planned, implemented, and evaluated in a fragmented, piecemeal manner (again see Figure 1).

Moreover, despite the variety of activity across a school district, it is common knowledge that few schools come close to having enough resources to respond when confronted with a large number of students experiencing barriers to learning. Many schools offer only bare essentials. Too many schools do not even meet basic needs. Thus, it comes as no surprise to those who work in schools each day that teachers often do not have the supports they need when they identify students who are having learning and related behavior problems.

Clearly, school improvement and capacity building efforts (including pre and in service staff development) have yet to deal effectively with the enterprise of providing supports for students and teachers. And, the simple psychometric reality is that in schools where a large proportion of students encounter major barriers to learning, test score averages are unlikely to increase adequately until such supports are rethought and redesigned. Schools that do not take steps to do so will remain ill-equipped to meet their mission.

Exhibit

Learning Support Delivery Mechanisms and Related Formats

1. ***School-Financed Student Support Services*** – Most school districts employ pupil services professionals such as school psychologists, counselors, and social workers to perform services related to psychosocial and mental and physical health problems (including related services designated for special education students). The format for this delivery mechanism tends to be a combination of centrally-based and school-based programs and services.

2. ***Classroom-Based Curriculum and Special "Pull Out" Interventions*** – Most schools include in some facet of their curriculum a focus on enhancing social and emotional functioning. Specific instructional activities may be designed to promote healthy social and emotional development and/or prevent psychosocial problems such as behavior and emotional problems, school violence, and drug abuse. And, of course, special education classrooms always are supposed to have a constant focus on mental health concerns. Three formats have emerged:

   integrated instruction as part of the regular classroom content and processes
   specific curriculum or special intervention implemented by personnel specially trained to carry out the processes
   curriculum approach is part of a multifaceted set of interventions designed to enhance positive development and prevent problems

1. ***School-District Specialized Units*** – Districts have specific units that focus on specific problems, such as compensatory education (e.g., Title I), special education, safe and drug free school programs, child abuse, suicide, and mental and physical health (sometimes including clinic facilities, as well as providing outreach services and consultation to schools).

4. ***Formal Connections with Community Services*** – Increasingly, schools have developed connections with community agencies, often as the result of school-linked services initiatives (e.g., full service schools, family resource centers), the school-based health center movement, and efforts to develop systems of care ("wrap-around" services for those in special education). Four formats have emerged:

   co-location of community agency personnel and services at schools
   formal linkages with agencies to enhance access and service coordination for students and families at the agency, at a nearby satellite office, or in a school-based or linked family resource center
   formal partnerships between a school district and community agencies to establish or expand school-based or linked facilities that include provision of various services
   contracting with community providers to provide needed student services

5. ***Comprehensive, Multifaceted, and Integrated Approaches*** – A few school districts have begun the process of reconceptualizing their piecemeal and fragmented approaches to addressing barriers that interfere with students having an equal opportunity to succeed at school. They are starting to restructure their student support services and weave them together with community resources and integrate all this with instructional efforts that effect healthy development. The intent is to develop a full continuum of programs and services encompassing efforts to promote positive development, prevent problems, respond as early-after-onset as is feasible, and offer treatment regimens. psychosocial and mental and physical health concerns are a major focus of the continuum of interventions. Efforts to move toward comprehensive, multifaceted approaches are likely to be enhanced by initiatives to integrate schools more fully into systems of care and the growing movement to create community schools. Three formats are emerging:

   mechanisms to coordinate and integrate school and community services
   initiatives to restructure student support programs and services and integrate them into school reform agendas
   community schools

Rethinking Student and Teacher Supports

Policy makers have come to appreciate that limited intervention efficacy is related to the widespread tendency for programs to operate in isolation. Concerns have been particularly voiced about categorically funded programs, such as those created to reduce learning and behavior problems, substance abuse, violence, school dropouts, teen pregnancy, and delinquency. And, some initiatives have been designed to reduce the *fragmentation*. However, policy makers have failed to deal with the overriding issue, namely that addressing barriers to development and learning remains a *marginalized* aspect of school policy and practice. The whole enterprise is treated as supplementary (often referred to as auxiliary services).

> The degree to which marginalization is the case is seen in the lack of attention given to addressing barriers to learning and teaching in consolidated school improvement plans and certification reviews. It is also seen in the lack of attention to mapping, analyzing, and rethinking how the resources used to address barriers are allocated. For example, educational reformers virtually have ignored the need to reframe the work of pupil services professionals and other student support staff. All this seriously hampers efforts to provide the help teachers and their students so desperately need.

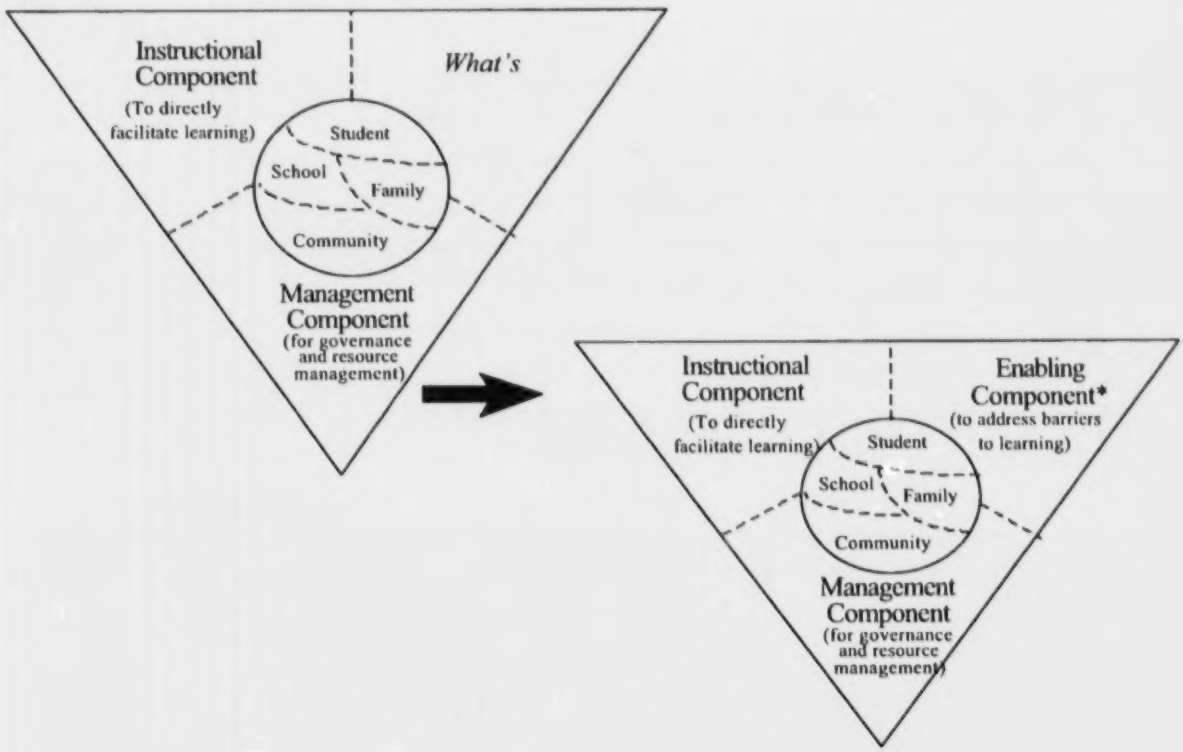
Needed: A Policy Shift

Current policies designed to enhance support for teachers, students, and families are seriously flawed. It is unlikely that an agenda to enhance academics can succeed in the absence of concerted attention to ending the marginalized status of efforts to address barriers to learning and teaching.

Increased awareness of policy deficiencies has stimulated analyses that indicate current policy is dominated by a two-component model of school improvement. That is, the primary thrust is on improving instruction and school management. While these two facets obviously are essential, addressing barriers effectively requires a third component – a component to enable students to learn and teachers to teach (see Figure 2). Such an "enabling" component provides both a basis for combating marginalization and a focal point for developing a comprehensive framework to guide policy and practice. To be effective, however, it must be established as essential and fully integrated with the other two components in policy and practice.

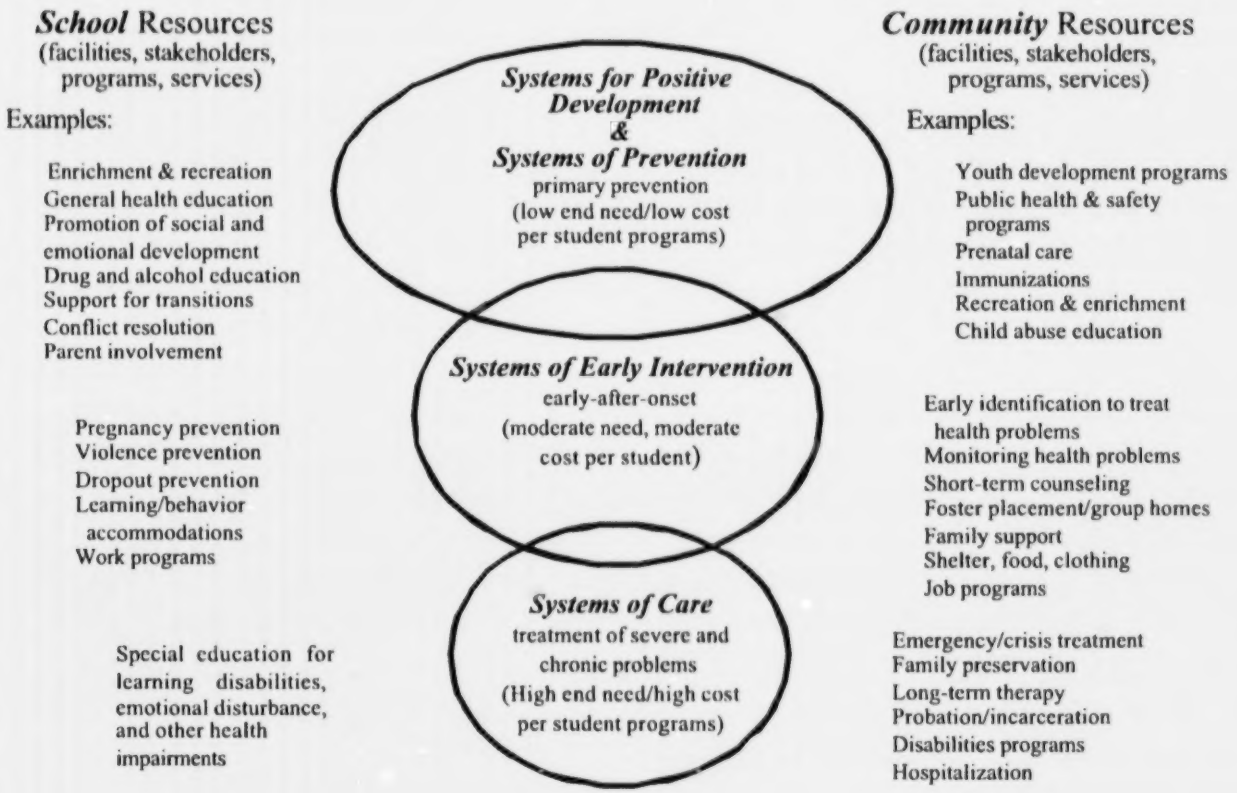
Various states and localities are moving in the direction of a three component approach for school improvement. In doing so, they are adopting different labels for their enabling component. For example, the California Department of Education and districts such as the Los Angeles Unified School District have adopted the term Learning Supports. So has the New American Schools' Urban Learning Center comprehensive school reform model. Some states use the term "Supportive Learning Environment." The Hawaii Department of Education calls it a Comprehensive Student Support System (CSSS). In each case, there is recognition at a policy level that schools must do much more to enable *all* students to learn and *all* teachers to teach effectively. In effect, the intent, over time, is for schools to play a major role in establishing a school-community continuum of interventions ranging from a broad-based emphasis on promoting healthy development and preventing problems, through approaches for responding to problems early-after-onset, and extending on to narrowly focused treatments for severe problems (see Figure 3).

Figure 2. Moving from a two- to a three-component model for reform and restructuring.



*The third component (an enabling component) is established in policy and practice as primary and essential and is developed into a comprehensive approach by weaving together school and community resources.

Figure 3. Interconnected systems for meeting the needs of all youngsters.



Guidelines for a Student Support Component

The following outline provides a set of guidelines for a school's student support component. Clearly, no school currently offers the nature and scope of what is embodied in the outline. In a real sense., the guidelines define a vision for student support.

---

*GUIDELINES FOR A STUDENT/LEARNING SUPPORT COMPONENT**

1. Major Areas of Concern Related to Barriers to Student Learning

1.1 Addressing common educational and psychosocial problems (e.g., learning problems; language difficulties; attention problems; school adjustment and other life transition problems; attendance problems and dropouts; social, interpersonal, and familial problems; conduct and behavior problems; delinquency and gang-related problems; anxiety problems; affect and mood problems; sexual and/or physical abuse; neglect; substance abuse; psychological reactions to physical status and sexual activity; physical health problems)

1.2 Countering external stressors (e.g., reactions to objective or perceived stress/demands/ crises/deficits at home, school, and in the neighborhood; inadequate basic resources such as food, clothing, and a sense of security; inadequate support systems; hostile and violent conditions)

1.3 Teaching, serving, and accommodating disorders/disabilities (e.g., Learning Disabilities; Attention Deficit Hyperactivity Disorder; School Phobia; Conduct Disorder; Depression; Suicidal or Homicidal Ideation and Behavior; Post Traumatic Stress Disorder; Anorexia and Bulimia; special education designated disorders such as Emotional Disturbance and Developmental Disabilities)

2. Timing and Nature of Problem-Oriented Interventions

2.1 Primary prevention

2.2 Intervening early after the onset of problems

2.3 Interventions for severe, pervasive, and/or chronic problems

3. General Domains for Intervention in Addressing Students' Needs and Problems

3.1 Ensuring academic success and also promoting healthy cognitive, social, emotional, and physical development and resilience (including promoting opportunities to enhance school performance and protective factors; fostering development of assets and general wellness; enhancing responsibility and integrity, self-efficacy, social and working relationships, self-evaluation and self-direction, personal safety and safe behavior, health maintenance, effective physical functioning, careers and life roles, creativity)

3.2 Addressing external and internal barriers to student learning and performance

3.3 Providing social/emotional support for students, families, and staff

(cont.)

*Adapted from: *Mental Health in Schools: Guidelines, Models, Resources, and Policy Considerations* a document developed by the Policy Leadership Cadre for Mental in Schools. Available from the Center for Mental Health in Schools at UCLA. Downloadable from the Center's website at: http://smhp.psych.ucla.edu

4. *Specialize Student and Family Assistance (Individual and Group)*

4.1 Assessment for initial (first level) screening of problems, as well as for diagnosis and intervention planning (including a focus on needs and assets)

4.2 Referral, triage, and monitoring/management of care

4.3 Direct services and instruction (e.g., primary prevention programs, including enhancement of wellness through instruction, skills development, guidance counseling, advocacy, school-wide programs to foster safe and caring climates, and liaison connections between school and home; crisis intervention and assistance, including psychological and physical first-aid; prereferral interventions; accommodations to allow for differences and disabilities; transition and follow-up programs; short- and longer- term treatment, remediation, and rehabilitation)

4.4 Coordination, development, and leadership related to school-owned programs, services, resources, and systems – toward evolving a comprehensive, multifaceted, and integrated continuum of programs and services

4.5 Consultation, supervision, and inservice instruction with a transdisciplinary focus

4.6 Enhancing connections with and involvement of home and community resources (including but not limited to community agencies)

5. *Assuring Quality of Intervention*

5.1 Systems and interventions are monitored and improved as necessary

5.2 Programs and services constitute a comprehensive, multifaceted continuum

5.3 Interveners have appropriate knowledge and skills for their roles and functions and provide guidance for continuing professional development

5.4 School-owned programs and services are coordinated and integrated

5.5 School-owned programs and services are connected to home & community resources

5.6 Programs and services are integrated with instructional and governance/management components at schools

5.7 Program/services are available, accessible, and attractive

5.8 Empirically-supported interventions are used when applicable

5.9 Differences among students/families are appropriately accounted for (e.g., diversity, disability, developmental levels, motivational levels, strengths, weaknesses)

5.10 Legal considerations are appropriately accounted for (e.g., mandated services; mandated reporting and its consequences)

5.11 Ethical issues are appropriately accounted for (e.g., privacy & confidentiality; coercion)

5.12 Contexts for intervention are appropriate (e.g., office; clinic; classroom; home)

6. *Outcome Evaluation and Accountability*

6.1 Short-term outcome data

6.2 Long-term outcome data

6.3 Reporting to key stakeholders and using outcome data to enhance intervention quality

Reframing How Schools Address Barriers to Learning

School-wide approaches to address barriers to learning are especially important where large numbers of students are not doing well and at any school that is not yet paying adequate attention to equity and diversity. Leaving no child behind means addressing the problems of the many who are not benefitting from instructional reforms. Because of the complexity of ensuring that all students have an equal opportunity to succeed at school, policy makers and practitioners need an operational framework to guide development of a comprehensive, multifaceted, and cohesive enabling/learning supports component.

Pioneering efforts have operationalized such a component into six programmatic arenas. Based on this work, the intervention arenas are conceived as

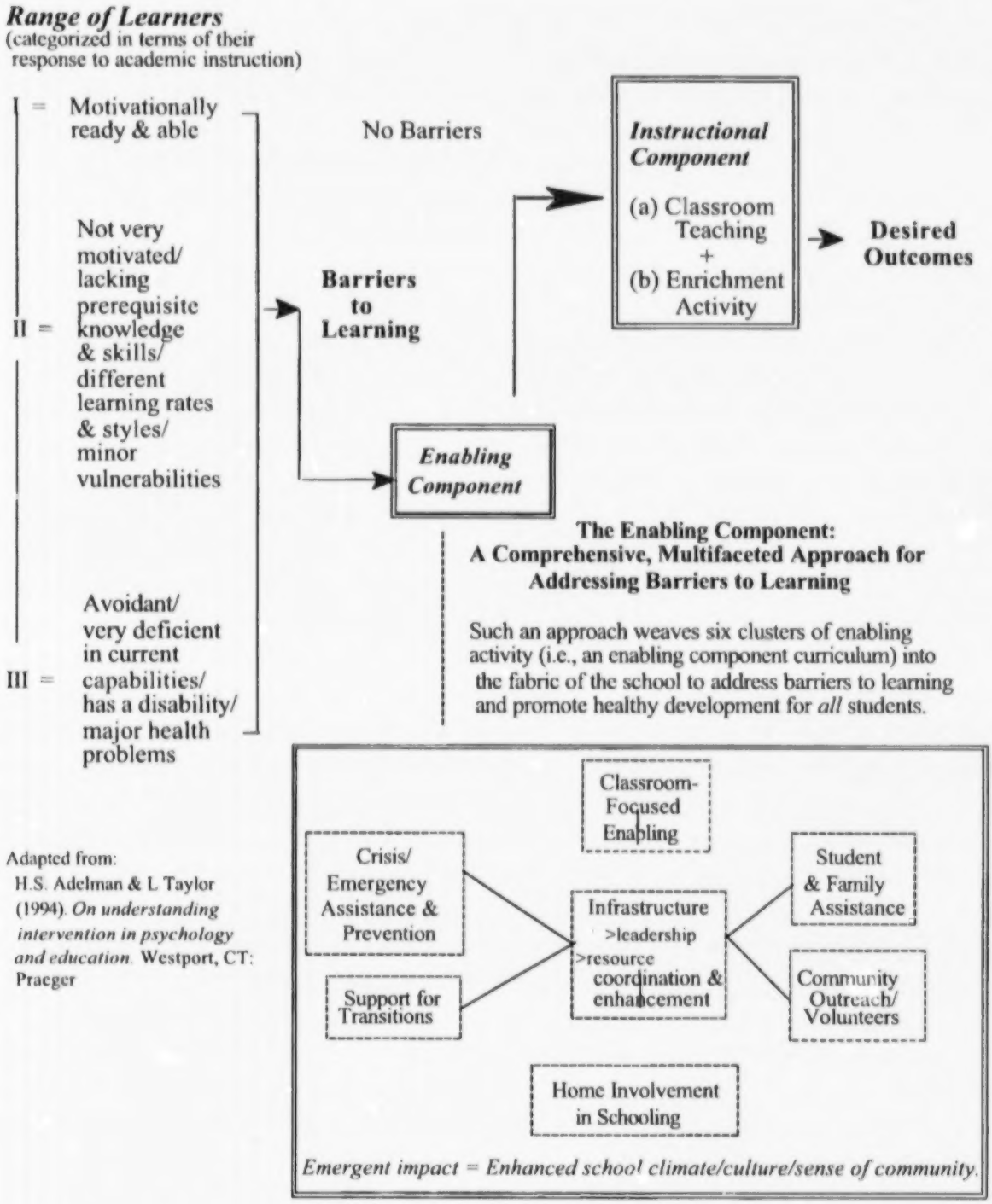
> *enhancing regular classroom strategies to enable learning* (i.e., improving instruction for students who have become disengaged from learning at school and for those with mild-moderate learning and behavior problems)
>
> *supporting transitions* (i.e., assisting students and families as they negotiate school and grade changes and many other transitions)
>
> *increasing home and school connections*
>
> *responding to, and where feasible, preventing crises*
>
> *increasing community involvement and support* (outreach to develop greater community involvement and support, including enhanced use of volunteers)
>
> *facilitating student and family access to effective services and special assistance as needed.*

As a whole, this six area framework provides a unifying, umbrella to guide the reframing and restructuring of the daily work of all staff who provide learning supports at a school (see Figure 4 and Appendix A).

Research on this type of comprehensive approach for addressing barriers to learning is still in its infancy. There are, of course, many "natural" experiments underscoring the promise of ensuring all youngsters access to a comprehensive, multifaceted continuum of interventions. These natural experiments are playing out in every school and neighborhood where families are affluent enough to purchase the additional programs and services they feel will maximize their youngsters' well-being. It is obvious that those who can afford such interventions understand their value.

Most *formal* studies have focused on specific interventions. This literature reports positive outcomes (for school and society) associated with a wide range of interventions. Because of the fragmented nature of available research, the findings are best appreciated in terms of the whole being greater than the sum of the parts, and implications are best derived from the total theoretical and empirical picture. When such a broad perspective is adopted, schools have a large research base to draw upon in addressing barriers to learning and enhancing healthy development. Examples of this research-base have been organized into the above six areas and are highlighted in Appendix B.

Figure 4. An enabling component to address barriers to learning and enhance healthy development at a school site.


Range of Learners
(categorized in terms of their response to academic instruction)
I = Motivationally ready & able
II = Not very motivated/ lacking prerequisite knowledge & skills/ different learning rates & styles/ minor vulnerabilities
III = Avoidant/ very deficient in current capabilities/ has a disability/ major health problems
No Barriers
Barriers to Learning
Instructional Component
(a) Classroom Teaching
+
(b) Enrichment Activity
Desired Outcomes
Enabling Component
The Enabling Component:
A Comprehensive, Multifaceted Approach for Addressing Barriers to Learning
Such an approach weaves six clusters of enabling activity (i.e., an enabling component curriculum) into the fabric of the school to address barriers to learning and promote healthy development for all students.
Classroom-Focused Enabling
Crisis/ Emergency Assistance & Prevention
Support for Transitions
Infrastructure
>leadership
>resource coordination & enhancement
Student & Family Assistance
Community Outreach/ Volunteers
Home Involvement in Schooling
Emergent impact = Enhanced school climate/culture/sense of community.

Adapted from:
H.S. Adelman & L Taylor (1994). *On understanding intervention in psychology and education*. Westport, CT: Praeger

Where Do We Go From Here?

Policy action is needed to guide and facilitate the development of a potent component to address barriers to learning (and support the promotion of healthy development) at every school. The policy should specify that such an enabling (or learning support) component is to be pursued as a primary and essential facet of school improvement and in ways that complement, overlap, and fully integrate with the instructional component (see Resource Aid A).

Guidelines accompanying the policy need to cover how to:

(1) *phase-in* development of the component's six programmatic facets at every school (see Resource Aid B)[2]

(2) *expand standards and accountability indicators* for schools to ensure this component is fully integrated with the instructional component and pursued with equal effort in policy and practice (see Resource Aid C).

(3) *restructure* at every school and district-wide with respect to

redefining administrative roles and functions to ensure there is dedicated administrative leadership that is authorized and has the capability to facilitate, guide, and support the systemic changes for ongoing development of such a component at every school (see Resource Aid D)

reframing the roles and functions of pupil services personnel and other student support staff to ensure development of the component[3] (see Resource Aid E)

redesigning the infrastructure to establish a team at every school and district-wide that plans, implements, and evaluates how resources are used to build the component's capacity[4] (see Resource Aid F)

(4) *weave resources into a cohesive and integrated continuum of interventions over time.* Specifically, school staff responsible for the component should be mandated to collaborate with families and community stakeholders to evolve systems for (a) promoting healthy development and preventing problems, (b) intervening early to address problems as soon after onset as feasible, and (c) assisting those with chronic and severe problems (see Resource Aid G)

In addition, policy efforts should be made to move

boards of education toward establishing a standing subcommittee focused specifically on ensuring effective implementation of the policy for developing a component to address barriers to student learning at each school (see Resource Aid H)

pre- and in-service programs for school personnel toward including a substantial focus on the concept of an enabling component and how to operationalize it at a school in ways that fully integrate with instruction (see Resource Aid I).

Concluding Comments

Early in the 21st century, the following state of affairs is evident:

Too many kids are not doing well in schools.

To change this, schools must play a major role in addressing barriers to learning.

However, support programs and services as they currently operate are *marginalized* in policy and practice and can't meet the needs of the majority of students experiencing learning, behavior, and emotional problems.

Rather than address the problems surrounding school-owned support programs and services, policy makers seem to have become enamored with the concept of school-linked services, as if adding a few community health and social services to a few schools is a sufficient solution.

Policy makers at all levels need to understand the full implications of all this. Limited efficacy seems inevitable as long as the full continuum of necessary programs is unavailable and staff development remains deficient; limited cost effectiveness seems inevitable as long as related interventions are carried out in isolation of each other; limited systemic change is likely as long as the entire enterprise is marginalized in policy and practice. Given all this, it is not surprising that many in the field doubt that major breakthroughs can occur without a comprehensive, multifaceted, and integrated continuum of interventions. Such views add impetus to major initiatives that are underway designed to restructure the way schools operate in addressing learning and behavior problems.

A major shift in policy thinking is long overdue. First, policy makers must rework policies for linking community services to schools. Then, they must rethink how schools, families, and communities can meet the challenge of addressing persistent barriers to student learning and at the same time enhance how all stakeholders work together to promote healthy development.

Why must school-linked services be reworked? The social marketing around "school-linked, integrated services" has led some policy makers to the mistaken impression that community resources alone can effectively meet the needs of schools in addressing barriers to learning. In turn, this has led some legislators to view linking community services to schools as a way to free-up dollars underwriting school-owned services. The reality is that even when one adds together community and school assets, the total set of services in impoverished locales is woefully inadequate. In situation after situation, it has become evident that as soon as the first few sites demonstrating school-community collaboration are in place, community agencies find their resources stretched to the limit.

Another problem is that overemphasis on school-linked services exacerbates tensions between school district service personnel and their counterparts in community based organizations. As "outside" professionals offer services at schools, school specialists often view the trend as discounting their skills and threatening their jobs. At the same time, the "outsiders" often feel unappreciated and may be rather naive about the culture of schools. Conflicts arise over "turf," use of space, confidentiality, and liability. Thus, competition rather than a substantive commitment to collaboration remains the norm.

Awareness is growing that there can never be enough school-based and linked "support services" to meet the demand in many public schools. Moreover, it is becoming more and more evident that efforts to address barriers to student learning will continue to be marginalized in policy and practice as long as the focus is narrowly on providing "services."

Fortunately, pioneering initiatives around the country are demonstrating ways to broaden policy and practice. These initiatives recognize that to enable students to learn and teachers to teach, there must not only be effective instruction and well-managed schools, but barriers to learning must be handled in a comprehensive way. Those leading the way are introducing new frameworks for a comprehensive,

multifaceted, and cohesive continuum of programmatic interventions. In doing so, their work underscores that (a) current reforms are based on an inadequate two component model for restructuring schools, (b) movement to a three component model is necessary if schools are to benefit all young people appropriately, and (c) all three components must be integrated fully in school improvement initiatives.

The third component is formulated around the proposition that a comprehensive, multifaceted, integrated continuum of enabling activity is essential in addressing the needs of youngsters who encounter barriers that interfere with their benefitting satisfactorily from instruction. In some places, this is called an Enabling Component; other places use the term learning support component or a component for a supportive learning environment or a comprehensive student support system. Whatever it is called, the important point is that all three components are seen as necessary, complementary, and overlapping and that efforts to address barriers to development, learning, and teaching must be not be marginalized in policy and practice.

The next decade must mark a turning point for how schools and communities address the problems of children and youth. In particular, the focus must be on initiatives to reform and restructure how schools work to prevent and ameliorate the many learning, behavior, and emotional problems experienced by students. This means reshaping the functions of all school personnel who have a role to play in addressing barriers to learning and promoting healthy development. There is much work to be done as public schools across the country are called upon to leave no child behind.

Endnotes:

1. See:

Adelman, H.S., & Taylor, L. (1997). Addressing barriers to learning: Beyond school-linked services and full service schools. *American Journal of Orthopsychiatry, 67,* 408-421.

Adelman, H.S., & Taylor, L. (2000). Looking at school health and school reform policy through the lens of addressing barriers to learning. *Children's Services: Social Policy, Research, and Practice, 3,* 117-132.

Adelman, H.S., & Taylor, L. (2002). Building comprehensive, multifaceted, and integrated approaches to address barriers to student learning. *Childhood Education, 78,* 261-268.

1. The resource aids that accompany this document are intended to enhance understanding of the discussion and aid pursuit of new directions.

3. See:

Center for Mental Health in Schools (2001). *Framing New Directions for School Counselors, Psychologists, & Social Workers.* Los Angeles: Author at UCLA.

4. See:

Center for Mental Health in Schools (2001).*Resource-Oriented Teams: Key Infrastructure Mechanisms for Enhancing Education Supports.* Los Angeles: Author at UCLA.

Center for Mental Health in Schools (1999). *New Directions in Enhancing Educational Results: Policymakers' Guide to Restructuring Student Support Resources to Address Barriers to Learning.* Los Angeles: Author at UCLA.

Key Points Highlighted at the Summit

Clarifying Fundamental Problems

Four problem areas that must be addressed in moving forward structured the day's presentation and discussions. These were designated as:

the policy problem

the intervention framework problem

the infrastructure problem

the systemic change problem.

Summit participants outlined many concerns associated with each problem area. A theme that permeated the day was that a series of Catch 22s continues to interfere with moving student support in new directions. That is, what needs to be done to resolve the above problems can't be done because of the problems. The most basic example of this is the demand by decision makers for data showing that student support activity improves student achievement. At present, this demand can't be met directly and simply in any one school district. This is because decision makers do not invest in building the type of (1) student support systems that can produce the results they want and (2) the necessary evaluation systems for clarifying the impact of such support systems. Meeting the demand for proof of impact will require school district and state and federal support to gather, disaggregate, and extrapolate existing data and build systems to gather new and better data. This matter is outlined in the *Recommendations* section of this report.

A few pioneering initiatives have been undertaken, and these were highlighted at the Summit. For the most part, however, it was recognized that the field has not been proactive on a large-scale with respect to demonstrating possible new directions.

What follows are specific concerns related to each of the four fundamental problems that were highlighted as part of the Summit process.

(1) Policy Problem

Summit participants recognized that policy is shaped formally (e.g., legislated) and informally (e.g., through organizational culture and practice) at all systemic levels (e.g., at a school, district, and state and national agencies).

Decision Makers Lack Understanding About Student Support – The key problem identified here is that primary decision makers and administrators and those who inform them know too little about the field of student supports. And, no formal processes are in place to educate them about the central role student support can play

in addressing barriers to learning and teaching. As a result, the continuing tendency is to perceive the whole enterprise as supplementary (referring to it as auxiliary or ancilliary services), thereby minimizing the importance of the work. Not surprisingly, then, decisions about student support are made reactively and on an ad hoc basis, rather than in a well-conceptualized manner that melds student support with curriculum and instruction to enable all students to have an equal opportunity to learn at school. This problem is illustrated by the virtual absence of plans to use student supports in a sophisticated manner to meet the demands stemming from the *No Child Left Behind Act* of 2001.

Failure to Amass a Broad Base of Data Indicating the Potential Impact of Well-Conceived and Implemented Student Support – As indicated above, a Catch 22 has been created around the demand for impact data that shows student support increases student achievement. The problem is compounded by the narrow focus of current school accountability measures (i.e., achievement test scores). This limited focus has resulted in a widespread deemphasis on gathering the broad range of data needed to evaluate the true impact of student supports. In turn, this has hampered discussion of the full implications of indicators such as student absences, suspensions, poor academic performance and problem behavior, inappropriate referrals for special assistance, overlong stays in special education, and costly litigation. The absence of broad based, widely compiled, and appropriately disaggregated and interpreted data makes it difficult both to clarify (a) the negative impact of current tendencies to underemphasize student supports and (b) the value that could be accrued by strengthening the enterprise.

Lack of Opportunities for Strong Representation Related to Decision Making and Planning Bodies – Because student support is dealt with in a reactive and ad hoc manner by decision makers, student supports usually are not well-represented as a major agenda item at each meeting of boards of education, district cabinets, school administrators, school improvement teams, teacher unions, staff developers, and so forth. This keeps student support marginalized in policy and practice.

Failure of Specialized Student Support Professions and Categorical Initiatives to Coalesce Under a Unifying Concept – Over the years, various legal mandates and awareness of the many educational, psychosocial and health concerns have given rise to a variety of specialized school counseling, psychological, and social support programs, as well as initiatives for school-community collaboration. In addition, categorical programs, such as Title I, safe and drug free school programs, and special education, have not been integrated into a comprehensive and coherent component The lack of a unifying umbrella concept around which to coalesce student support into a major component at school sites (comparable to a school's instructional component) has exacerbated the trends toward fragmentation, overspecialization, and counterproductive competition. This has contributed to turf conflicts among pupil personnel professionals and with community personnel providing school-based and linked services.

(2) Intervention Framework Problem

Because of the policy problem, little attention has been paid to developing comprehensive, multifaceted, and unifying conceptual frameworks to guide the systematic planning, implementation, and evaluation of student supports. Prevailing frameworks are oriented to reacting to designated students and school problems, rather than to (re)designing programs and building systems to meet the needs of a school with respect to leaving no child behind. As recent testimony on the reauthorization of IDEA has suggested, this has resulted in a "waiting for failure" culture that undercuts the development of a full continuum of interventions. Participants concurred that the intervention framework problem is a fundamental one. In analyzing the problem, it was recognized that in the absence of unifying frameworks.

> *programs and services are not conceived along a full continuum of systematic interventions* (i.e., one that stresses systems to promote healthy development, systems to prevent problems, systems for responding early after the onset of problems, and systems of care for those with severe, pervasive, and chronic problems);
>
> *the design of student supports often is a poor match for meeting a school's needs* – Without a unifying framework that is adaptable to the specific needs at a school, student support becomes increasingly fragmented and often is not responsive enough to the school culture and the individual differences found among students, families, and staff;
>
> *few student supports have clear and direct connections with efforts to enhance classroom effectiveness or potent strategies for engaging and re-engaging students in classroom learning* (related to academic, social, emotional, and physical health and safety);
>
> *other than a few curriculum-based programs, most student supports are not tied to a research-base nor are they standards-based, with quality indicators to guide evaluation and accountability.*

(3) Infrastructure Problem

Because of the above problems, it is not surprising that the current infrastructure for planning, implementing, and evaluating student support is poorly designed at all levels (i.e., at schools and their feeder patterns; at district, county, state, and federal offices). The poorly designed infrastructure exacerbates marginalization, fragmentation, overspecialization, and counterproductive competition. This state of affairs is manifested as poor communication and coordination, limited collaboration and teaming, low morale, and unsatisfactory results. Summit participants concurred that

> *the current infrastructure has not been designed systematically* – It has developed in an ad hoc manner and has been generated from the central office down in keeping

with the need to meet mandates and address high visibility problems, rather than with reference to the general functions and types of tasks schools need to carry out daily;

leadership functions and capacity building at each level are not well conceived and implemented – There is no administrator at the school whose job responsibilities and accountability are specifically tied to developing a comprehensive, multifaceted, and integrated approach to student support and integrating such supports with instructional improvement strategies. Often, no one has primary responsibility for connecting student support efforts across a feeder pattern. Administration of student support at the central office and at county, state, and federal levels tends to be fragmented and poorly coordinated within and among the different levels. Inservice staff development at all levels tends to be sporadic and unfocused;

resource coordination functions and mechanisms have been neglected at all levels and among the various levels – Institutionalized mechanisms for such core functions as resource mapping and analysis as a basis for developing priorities and deploying and redeploying resources are not usually in place.

(4) Systemic Change Problem

Once the above problems are addressed, it will be essential to deal with the matters related to effecting major systemic change. As indicated at the Summit, these include

overcoming inertia and creating readiness – Most stakeholders at all levels have not been educated about the importance of new directions; few are easily mobilized;

most educators have not had experience with systemic change models that effectively enable replication and scale-up at every school in a district – Too few have been educated about effective systemic change models and practices for institutionalizing major changes at one school, never mind knowing how to make major systemic changes district-wide;

the absence of infrastructure and leadership for change and of well-trained change agents – Even when the agenda calls for systemic change and a critical mass of stakeholders are interested in making the changes, current personnel are overburdened with ongoing duties and neither have the time or preparation for facilitating movement in major new directions. Moreover, schools and districts do not have infrastructure mechanisms designed to build capacity for such changes. For the most part, central offices and schools do not have highly placed leadership that not only understands how to design and develop a comprehensive system of student supports, but also are in a position to integrate such a component with current initiatives to improve instruction.

Some General Reflections and Specific Recommendations

When current policy and practice are viewed through the lens of how schools address barriers to learning and teaching, it becomes evident how much is missing in prevailing efforts to close the achievement gap and ensure no child is left behind. Use of such an inclusive lens can help provide policy makers with a rationale for why student supports are an essential component of effective schools. It is also a good frame of reference for gathering and analyzing existing data and proposing ways to broaden the data base buttressing the value of student supports.

In terms of policy, practice, research, and staff preparation, Summit participants concurred that all support activity, including the many categorical programs funded to deal with designated problems, can be embedded in comprehensive and cohesive frameworks. One framework encapsulates the full continuum of interventions and highlights the value of braiding school and community resources. Another reframes current school-based and linked programs and services into a cohesive six area "curriculum" for addressing barriers to learning and teaching. Such frameworks reflect the needs as conceived by stakeholders at a school and do so in ways that balance what each wants from the other with what each can give each other.

Building better systems to address barriers to learning is not a distraction from improving academic achievement, it is a necessity if we are to leave no child behind.

Participants also found the notion of a component to address barriers to learning a potentially valuable way to think about the enterprise of student support, with some viewing the term "learning supports component" as a useful alternative term for student supports. Obviously, establishment of such a component at every school is not an easy task. Indeed, it is likely to remain an insurmountable task until policy makers accept the reality that such efforts are essential and do not represent an agenda separate from a school's instructional mission.

With appropriate policy in place, work can advance with respect to *restructuring, transforming, and enhancing* school-owned programs and services and community resources, and include mechanisms to coordinate and eventually integrate it all. To these ends, the focus needs to be on *all* school resources (e.g., compensatory and special education, support services, adult education, recreation and enrichment programs, facility use) and *all* community *resources* (e.g., public and private agencies, families, businesses; services, programs, facilities; volunteers, professionals-in-training).

To ensure all students have an equal opportunity to succeed at school, the long-range aim should be to evolve a comprehensive component to effectively address barriers to development, learning, and teaching by weaving resources together into the fabric of every school. The focus should be on *all* school resources (e.g., compensatory and special education, support services, recreation and enrichment programs, adult education, facility use) and *all* community *resources* (e.g., public and private agencies, families, businesses; services, programs, facilities; volunteers, professionals-in-training). Toward these ends, new mechanisms are needed to enhance resource use through braiding, coordination, integration, and careful priority setting with the intent of addressing barriers and promoting healthy development.

With resources combined properly, the *end product* can be cohesive and potent *school-community partnerships*. Such partnerships seem essential if society is to strengthen families, neighborhoods, and communities and create supportive and caring environments that maximize learning and well-being.

Based on input from Summit participants, the recommendations in the concept paper were expanded and embellished. Essentially, the call is for elevating policy to ensure development to full potential of student learning support systems. The specific focus is on the need for policy makers at all levels to enhance their support for efforts to

(1) build multifaceted learning support systems that are developed into a comprehensive, cohesive component and are fully integrated with initiatives for improving instruction at every school (see Exhibit 1);

(2) amass and expand the research-base for building such a learning support component and establish the evaluation processes for demonstrating the component's long-term impact on academic achievement (see Exhibit 2).

In addition, policy efforts should be made to ensure

boards of education move toward establishing a standing subcommittee focused specifically on ensuring effective implementation of the policy for developing a component to address barriers to student learning at each school;

pre- and in-service programs move toward including a substantial focus on (a) the concept of a component to address barriers to student learning and (b) how to operationalize such a component at a school in ways that fully integrate with instruction.

Exhibit 1

Recommendation #1

Build multifaceted learning support systems that are developed into a comprehensive, cohesive component and are fully integrated with initiatives for improving instruction at every school.

Policy action is needed to guide and facilitate development of a potent component to address barriers to learning at every school. The policy actions should specify that such an enabling or learning support component is to be pursued as a primary and essential facet of effective schools and in ways that complement, overlap, and fully integrate with initiatives to improve instruction and promote healthy development.

Guidelines accompanying policy actions for building a comprehensive component should cover how to:

(a) *phase-in* development of the component at every school by building on what exists and incorporating best practices into a *programmatic approach;* (Such an approach is designed to [1] enhance classroom based efforts to enable learning – including re-engaging students who have become disengaged from classroom learning and promoting healthy development, [2] support transitions, [3] increase home involvement in schooling, [4] respond to and prevent crises, [5] outreach to develop greater community involvement and support, and [6] provide prescribed student and family assistance.)

(b) *expand standards and accountability indicators* for school learning supports to ensure this component is fully integrated with the instructional component and pursued with equal effort in policy and practice; (This includes standards and indices related to enabling learning by increasing attendance, reducing tardiness, reducing problem behaviors, lessening suspension and dropout rates, abating the large number of inappropriate referrals for special education, and so forth. It also encompasses expanded standards and accountability related to the goals for increasing personal and social functioning, such as enhancing civility, teaching safe and healthy behavior, and character education.)

(c) *restructure* at every school and district-wide in ways that

redefine administrative roles and functions to ensure there is dedicated and authorized administrative leadership;

reframe the roles and functions of pupil services personnel and other student support staff in keeping with the functions that are required to develop the component;

(cont.)

Recommendation #1 -- Guidelines (cont.)

redesign school infrastructures to (a) enable the work at each school site and (b) establish formal connections among feeder pattern schools to ensure each supports each other's efforts and achieves economies of scale;

redesign the central office, county, and state-level infrastructures so they support the efforts at each school and promote economies of scale;

establish a mechanism (e.g., a team) at every school, for each feeder pattern, and district-wide that plans, implements, and evaluates how resources are used to build the component's capacity;

build the capacity of administrators and staff to ensure capability to facilitate, guide, and support the systemic changes related to initiating, developing, and sustaining such a component at every school;

broaden accountability at every school and district-wide, assuring that specific measures are (a) consonant with expanded standards and accountability indicators and (b) yield data to evaluate the relationship between student support and academic achievement and enable cost-benefit analyses.

(d) *weave resources into a cohesive and integrated continuum of interventions over time*. Specifically, school and district staff responsible for the component should be mandated to collaborate with families and community stakeholders to evolve systems to 1) promote healthy development, 2) prevent problems, 3) intervene early to address problems as soon after onset as feasible, and 4) assist those with chronic and severe problems.

Exhibit 2

Recommendation #2

Amass and expand the research-base for building such a learning support component and establish the evaluation processes for demonstrating the component's long-term impact on academic achievement.

Given the need to build on an evolving research based and given the demand by decision makers for data showing that student support activity improves student achievement, it is recommended that a large scale initiative be developed to address these matters.

Guidelines for such an initiative should specify that it is to

clarify the need for learning supports and delineate frameworks that can guide development of a cohesive approach for addressing such needs; (Specific attention should be paid to the need to close the achievement gap, the promise to leave no child behind, and the necessity of addressing barriers to learning.)

use the delineated frameworks to amass and extrapolate from existing data the current research-base for the component and for specific programs and services;

provide a guide for districts as they refine their information management systems; the guide should delineate the broad base of data essential for evaluation and accountability of learning supports and ensure the data can be disaggregated appropriately;

evaluate learning support activity by contrasting a sample of districts using traditional approaches with those pursuing new directions;

describe and analyze models for new directions and document best practices.

To ensure the work is done in ways that mobilize the field, local, state, and national support would be invaluable. For example, the U.S. Department of Education could expand the work of its regional centers to encompass this initiative. State education agencies can encourage districts to play a role by expanding the accountability framework for schools and encouraging use of initial findings mainly for formative evaluation purposes until a comprehensive learning support component is in place.

Getting From Here to There

Schools are a classic example of institutions with strong cultures where systemic changes are best initiated through a confluence of top-down, bottom-up, and middle management and peer efforts. Strategies for influencing the actions of the many stakeholders and interested parties should be guided by an appreciation of three phases of systemic change:

(2) creating readiness for change

(3) initiating and phasing in infrastructure, operational, and programmatic changes

(4) maintaining and evolving changes.

With respect to comprehensive new directions, the field is in phase 1. In this phase, the first step involves increasing awareness of need, building consensus, and expanding the base of leadership. The national Summit was designed with this first step in mind. As a next step, this report will be widely disseminated. All who receive this document, of course, are encouraged to copy and send it to superintendents, principals, school board members, and any other interested and concerned parties.

Over the coming year, the Center will organize three regional summits and promote state-wide summits. These will be designed to encourage advocacy for and initiation of new directions and will build a leadership network. The focus will also be on delineating specific action steps for participants related to getting from here to there.

At an appropriate time, we will invite the leadership network to join with us in organizing a national summit on student support for policy makers.

The Center will continue to identify and showcase efforts to move in new directions. In addition, we will enlist other centers, associations, journals, and various media to do the same.

We also will pursue opportunities for encouraging funding sources with respect to the above recommendation on amassing and expanding the research base. And, we will ask those with whom we network to do so as well.

At the same time, the Center and the growing leadership network will provide technical assistance and training for and foster mutual support among localities and states moving in new directions. This will allow for sharing of effective practices, lessons learned, and data on progress. A listserv will be established as one direct linking mechanism. Other sharing will be done through websites and various conferencing formats.

Some Strategic Steps You Can Take Now

Are you

a student support professional?
a school or district administrator?
a regular or special education teacher?
a community partner/provider connected with schools?
a policy maker?
a state or federal department representative?
a regional or national organization representative?
an advocate?
a parent? student? citizen?

If so, this *Turning Point Initiative* needs your involvement in moving the field of student support in new directions.

Here are some things you can do:

(1) Speak out and advocate
>share this Report with others who are in a position to effect systemic changes
>let us know who else to send it to
>tell us who else should be informed about upcoming Regional/State Summits
>tell others about the new directions highlighted in the Report.

(2) Sign-up for the listserv that will become a linking mechanism for those who want to take a leadership role in moving the field of student support in new directions.

(3) Share information with others (directly and/or through us)
>about effective practices, lessons learned, and data on progress
>about the costs of continuing to do business as usual
>about upcoming Regional and State Summits.

(4) Send in your ideas
>about enlisting other centers, associations, journals, and various media to showcase efforts to move in new directions
>about roles you and others can play in advancing this initiative
>about how to kick-start some activity related to the Summit recommendation on amassing and expanding the research base
>about who should be invited to a national Summit for Policy makers.

(5) Use every window of opportunity to be a catalyst for fundamental systemic changes that can enhance the effectiveness of student supports.

Remember: If we truly mean to leave no child behind, it will take enlightened people at each level to end the status quo. And, it will take committed people, working together, to establish and fully integrate comprehensive, multifaceted, and cohesive learning support systems into every school improvement initiative.

Coda

Making the Case: Why Are Learning Supports Essential?

It is not enough to say that all children can learn or that no child will be left behind. As the new (2002) mission statement of the Council for Chief State School Officers (CCSSO) clearly recognizes, the work involves "achieving the vision of an American education system that *enables* all children to succeed in school, work, and life" (emphasis added). Or as the Carnegie Task Force on Education stresses: "School systems are not responsible for meeting every need of their students. But, when the need directly affects learning, the school must meet the challenge."

To meet the challenge and enable all children to succeed in school, work, and life, requires (1) enhancing what schools do to improve instruction ***and*** strengthening how they use the resources they deploy for providing student supports and (2) weaving in community resources to strengthen programs and fill gaps.

>To ensure no child is left behind, every school and community need to work together to enhance efforts designed to increase the number of students who arrive each day ready and able to learn what the teacher has planned to teach.

>This involves helping significant numbers of students and their families overcome barriers to development and learning (including proactive steps to promote healthy development).

>Most barriers to learning arise from risk factors related to neighborhood, family, and peers. Many of these external barriers (along with those intrinsic to individual students) can and must be addressed by schools and communities so that youngsters have an equal opportunity to succeed at school.

>School districts usually have resources – people and programs – in place to help address barriers and enhance student readiness for learning each day. Communities also have relevant resources.

>At school sites, existing school-owned student support resources and community services that are linked to the school often are used in an ad hoc, fragmented, and marginalized way, and as a result, their impact is too limited and is not cost-effective.

>Reframing and restructuring the way in which these resources are used at a school site and then working with the school feeder patterns to create networks for effectively addressing barriers to learning is essential to enhancing impact and cost-effectiveness.

Frameworks for pulling together these resources at schools (and for working with community resources) are outlined in the concept paper that precedes the Summit highlights and recommendations.

Appendices

A. Framing a School's Student Support Component for Addressing Barriers to Learning: Major Examples of Activity in Each of the 6 Curriculum Areas of an Enabling Component

B. Addressing Barriers to Student Learning & Promoting Healthy Development: A Usable Research-Base

A. Participants

D. Those Unable to Attend Because of Schedule or Location

E. Others who Expressed Interest in the Initiative

F. Abstracts of "New Directions" Documents Provided by Participants

Appendix A

Framing a School's Student Support Component for Addressing Barriers to Learning: Major Examples of Activity in Each of the 6 Curriculum Areas of an Enabling Component

Pioneer initiatives around the country are demonstrating the need to rethink how schools and communities can meet the challenge of addressing persistent barriers to students learning and to healthy development. These initiatives are underscoring that (a) current reforms are based on an inadequate two component model for restructuring schools and (b) movement to a three component model is necessary if schools are to benefit all young people appropriately. They recognize that to enable teachers to teach effectively, there must not only be effective instruction and well-managed schools, but barriers must be handled in a comprehensive way.

The three component model calls for elevating efforts to address barriers to development, learning, and teaching to the level of one of three fundamental and essential facets of education reform. We call this third component an Enabling Component. All three components are seen as essential, complementary, and overlapping. The concept of an Enabling Component is formulated around the proposition that a comprehensive, multifaceted, integrated continuum of enabling activity is essential in addressing the needs of youngsters who encounter barriers that interfere with their benefitting satisfactorily from instruction.

In establishing such a third component, some schools and education agencies around the country have labeled it a "Learning Supports" component or a "Supportive Learning Environment" component or a "Comprehensive Student Support System". By calling for reforms that fully integrate a focus on addressing barriers to student learning, the notion of a third component (whatever it is called) provides a unifying concept for responding to a wide range of factors interfering with young people's learning and performance. And, the concept calls on reformers to expand the current emphasis on improving instruction and school management to include a comprehensive component for addressing barriers to learning and to ensure it is well integrated with the other two components.

Operationalizing an enabling component requires (a) formulating a delimited framework of basic program areas and then (b) creating an infrastructure to restructure and enhance existing resources.
Based on an extensive analysis of activity schools use to address barriers to learning, we cluster enabling activity into six interrelated areas. Examples for each are offered on the following pages.[1]

A well-designed and supported *infrastructure* is needed to establish, maintain, and evolve this type of comprehensive approach to addressing barriers to student learning. Such an infrastructure includes mechanisms for coordinating among enabling activity, for enhancing resources by developing direct linkages between school and community programs, for moving toward increased integration of school and community resources, and for integrating the developmental/instructional, enabling, and management components. It also includes reframing the roles of education support personnel.[2]

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[1] A set of surveys covering the six areas is available from the Center for Mental Health in Schools at UCLA (download at http://smhp.psych.ucla.edu). These can be used as part of a school's self-study or quality review processes to map what a school has and what it needs to address barriers to learning in a multifaceted and comprehensive manner.

[2] Documents describing infrastructure mechanisms and new roles for support staff also are available from the Center for Mental Health in Schools at UCLA and can be downloaded from the website.

Table A

"Curriculum" Areas for an Enabling Component

(1) Enhancing teacher capacity for addressing problems and for fostering social, emotional, intellectual and behavioral development. When a classroom teacher encounters difficulty in working with a youngster, the first step is to see whether there are ways to address the problem within the classroom and perhaps with added home involvement. It is essential to equip teachers to respond to garden variety learning, behavior, and emotional problems using more than social control strategies for classroom management. Teachers must be helped to learn many ways to enable the learning of such students, and schools must develop school-wide approaches to assist teachers in doing this fundamental work. The literature offers many relevant practices. A few prominent examples are: prereferral intervention efforts, tutoring (e.g., one-to-one or small group instruction), enhancing protective factors, and assets building (including use of curriculum-based approaches to promoting social emotional development). Outcome data related to such matters indicate that they do make a difference.

(2) Enhancing school capacity to handle the variety of transition concerns confronting students and their families. It has taken a long time for schools to face up to the importance of establishing transition programs. In recent years a beginning has been made. Transition programs are an essential facet of reducing levels of alienation and increasing levels of positive attitudes toward and involvement at school and learning activity. Thus, schools must plan, develop, and maintain a focus on transition concerns confronting students and their families. Examples of relevant practices are readiness to learn programs, before, during, and after school programs to enrich learning and provide safe recreation, articulation programs (for each new step in formal education, vocational and college counseling, support in moving to and from special education, support in moving to post school living and work), welcoming and social support programs, to and from special education programs, and school-to-career programs. Enabling successful transitions has made a significant difference in how motivationally ready and able students are to benefit from schooling.

(3) Responding to, minimizing impact of, and preventing crises. The need for crisis response and prevention is constant in many schools. Such efforts ensure assistance is provided when emergencies arise and follow-up care is provided when necessary and appropriate so that students are able to resume learning without undue delays. Prevention activity stresses creation of a safe and productive environment and the development of student and family attitudes about and capacities for dealing with violence and other threats to safety. Examples of school efforts include (1) systems and programs for emergency/crisis response at a site, throughout a complex/family of schools, and community-wide (including a program to ensure follow-up care) and (2) prevention programs for school and community to address safety and violence reduction, child abuse and suicide prevention, and so forth. Examples of relevant practices are establishment of a crisis team to ensure crisis response and aftermath interventions are planned and implemented, school environment changes and safety strategies, and curriculum approaches to preventing crisis events (violence, suicide, and physical/ sexual abuse prevention). Current trends stress school- and community-wide prevention programs.

(cont.)

Table A (cont). **"Curriculum" Areas for an Enabling Component**

(4) Enhancing home involvement. In recent years, the trend has been to expand the nature and scope of the school's focus on enhancing home involvement. Intervention practices encompass efforts to (1) address specific learning and support needs of adults in the home (e.g., classes to enhance literacy, job skills, ESL, mutual support groups), (2) help those in the home meet their basic obligations to their children, (3) improve systems to communicate about matters essential to student and family, (4) enhance the home-school connection and sense of community, (5) enhance participation in making decisions that are essential to the student, (6) enhance home support related to the student's basic learning and development, (7) mobilize those at home to problem solve related to student needs, and (8) elicit help (support, collaborations, and partnerships) from those at home with respect to meeting classroom, school, and community needs. The context for some of this activity may be a parent center (which may be part of the Family and Community Service Center Facility if one has been established at the site).

(5) Outreaching to the community to build linkages and collaborations. The aim of outreach to the community is to develop greater involvement in schooling and enhance support for efforts to enable learning. Outreach may be made to (a) public and private community agencies, colleges, organizations, and facilities, (b) businesses and professional organizations and groups, and (c) volunteer service programs, organizations and clubs. Efforts in this area might include 1) programs to recruit and enhance community involvement and support (e.g., linkages and integration with community health and social services; cadres of volunteers, mentors, and others with special expertise and resources; local businesses to adopt-a-school and provide resources, awards, incentives, and jobs; formal partnership arrangements), 2) systems and programs specifically designed to train, screen, and maintain volunteers (e.g., parents, college students, senior citizens, peer and cross-age tutors/counselors, and professionals-in-training to provide direct help for staff and students--especially targeted students), 3) outreach programs to hard-to-involve students and families (those who don't come to school regularly--including truants and dropouts), and 4) programs to enhance community-school connections and sense of community (e.g., orientations, open houses, performances and cultural and sports events, festivals and celebrations, workshops and fairs). A Family and Community Service Center Facility might be a context for some of this activity. (Note: When there is an emphasis on bringing community services to school sites, care must be taken to avoid creating a new form of fragmentation where community and school professionals engage in a form of parallel play at school sites.)

(6) Providing special assistance for students and families. Some problems cannot be handled without a few special interventions; thus the need for student and family assistance. The emphasis is on providing special services in a personalized way to assist with a broad range of needs. School-owned,-based, and -linked interventions clearly provide better access for many youngsters and their families. Moreover, as a result of initiatives that enhance school-owned support programs and those fostering school-linked services and school-community partnerships (e.g., full service schools, family resource centers, etc.), more schools have more to offer in the way of student and family assistance. In current practice, available social, physical and mental health programs in the school and community are used. Special attention is paid to enhancing systems for prereferral intervention, triage, case and resource management, direct services to meet immediate needs, and referral for special services and special education resources and placements as appropriate. A growing body of data indicates the current contribution and future promise of work in this area.

Appendix B

ADDRESSING BARRIERS TO STUDENT LEARNING & PROMOTING HEALTHY DEVELOPMENT: A USABLE RESEARCH-BASE

School systems are not responsible for meeting every need of their students.

But when the need directly affects learning, the school must meet the challenge.

Carnegie Council Task Force (1989)

As schools evolve their improvement plans in keeping with higher standards and expectations and increased accountability, most planners recognize they must include a comprehensive focus on addressing barriers to student learning and promoting healthy development.[1-15] This awareness finds support in an extensive body of literature. It is illustrated by a growing volume of research on the value of schools, families, and communities working together to provide supportive programs and services that enable students to learn and teachers to teach.[16-22] Findings include improved school attendance, fewer behavior problems, improved inter-personal skills, enhanced achievement, and increased bonding at school and at home.[23]

Given the promising findings, state and local education agencies all over the country are delineating ways to enhance social, emotional, and behavioral performance as an essential facet of improving academic performance. Among the many initiatives underway is *Success4*[24] spearheaded by the Iowa State Department of Education. That department recently asked our Center to identify for policy makers research clarifying the importance of and bases for such initiatives. The following is what we provided.

About the Research Base

At the outset, we note that research on comprehensive approaches for addressing barriers to learning is still in its infancy. There are, of course, many "natural" experiments underscoring the promise of ensuring all youngsters access to a comprehensive, multifaceted continuum of interventions. These natural experiments are playing out in every school and neighborhood where families are affluent enough to purchase the additional programs and services they feel will maximize their youngsters' well-being. It is obvious that those who can afford such interventions understand their value. And, not surprisingly, most indicators of well-being, including higher achievement test scores, are correlated with socio-economic status. Available data underscore societal inequities that can be remedied through public financing for comprehensive programs and services.

Most *formal* studies have focused on specific interventions. This literature reports positive outcomes (for school and society) associated with a wide range of interventions. Because of the fragmented nature of available research, the

findings are best appreciated in terms of the whole being greater than the sum of the parts, and implications are best derived from the total theoretical and empirical picture. When such a broad perspective is adopted, schools have a large research base to draw upon in addressing barriers to learning and enhancing healthy development.[24]

The research-base is highlighted below by organizing examples into the six areas of concern: (1) enhancing classroom teachers' capacity for addressing problems and for fostering social, emotional, intellectual and behavioral development, (2) enhancing school capacity to handle transition concerns confronting students and families, (3) responding to, minimizing impact of, and preventing crisis, (4) enhancing home involvement, (5) outreaching to the community to build linkages and collaborations, and (6) providing special assistance to students and families.

(1) Enhancing teacher capacity for addressing problems and for fostering social, emotional, intellectual and behavioral development. When a classroom teacher encounters difficulty in working with a youngster, the first step is to see whether there are ways to address the problem within the classroom and perhaps with added home involvement. It is essential to equip teachers to respond to garden variety learning, behavior, and emotional problems using more than social control strategies for classroom management. Teachers must be helped to learn many ways to enable the learning of such students, and schools must develop school-wide approaches to assist teachers in doing this fundamental work. The literature offers many relevant practices. A few prominent examples are: prereferral intervention efforts, tutoring (e.g., one-to-one or small group instruction), enhancing protective factors, and assets building (including use of curriculum-based approaches for promoting social emotional development). Outcome data related to such matters indicate that they do make a difference.

- Many forms of *prereferral intervention programs* have shown success in reducing learning and behavior problems and unnecessary referrals for special assistance and special education.[25-31]

- Although only a few *tutoring programs* have been evaluated systematically, available studies report positive effects on academic performance when tutors are trained and appropriately used.[32-38]

- And, of course, *programs that reduce class size* are finding increases in academic performance and decreases in discipline problems.[39-43]

(2) Enhancing school capacity to handle the variety of transition concerns confronting students and their families. It has taken a long time for schools to face up to the importance of establishing transition programs. In recent years, a beginning has been made. Transition programs are an essential facet of reducing levels of alienation and increasing levels of positive attitudes toward and involvement at school and in learning. Thus, schools must plan, develop, and maintain a focus on the variety of transition concerns confronting students and their families. Examples of relevant practices are readiness to learn programs, before and after school programs to enrich learning and provide recreation in a safe environment, articulation programs (for each new step in formal education, vocational and college counseling, support in moving to and from special education), welcoming and social support programs, school-to-career programs, and programs to support moving to post school living and work. Interventions to enable successful transitions have made a significant difference in how motivationally ready and able students are to benefit from schooling. For instance:

- Available evidence supports the positive impact of *early childhood programs* in preparing young children for school. The programs are associated with increases in academic performance and may even contribute to decreases in discipline problems in later school years.[44,49]

- There is enough evidence that *before- and after-school programs* keep kids safe and steer them away from crime, and some evidence suggesting such programs can improve academic performance.[50-53]

- Evaluations show that well-conceived and implemented *articulation programs* can successfully ease students' transition between grades,[54-56] and preliminary evidence suggests the promise of programs that provide *welcoming and social support* for children and families transitioning into a new school.[57, 58]

- Initial studies of programs for transition *in and out of special education* suggest the interventions can enhance students' attitudes about school and self and can improve their academic performance.[59-61]

- Finally, programs providing *vocational training and career education* are having an impact in terms of increasing school retention and graduation and show promise for successfully placing students in jobs following graduation.[62-66]

(3) Responding to, minimizing impact, and preventing crisis. The need for crisis response and prevention is constant in many schools. Such efforts ensure assistance is provided when emergencies arise and follow-up care is provided as necessary and appropriate so that students can resume learning without undue delays. Prevention activity stresses creation of a safe and productive environment and the development of student and family attitudes about and capacities for dealing with violence and other threats to safety. Examples of school efforts include (1) systems and programs for emergency/crisis response at a site, throughout a complex/family of schools, and community-wide (including a program to ensure follow-up care) and (2) prevention programs for school and community to address school safety and violence reduction, child abuse and suicide prevention, and so forth. Examples of relevant practices are establishment of a crisis team to ensure crisis response and aftermath interventions are planned and implemented, school environment changes and safety strategies, curriculum approaches to preventing crisis events (violence, suicide, and physical/ sexual abuse prevention). Current trends are stressing school- and community-wide prevention pro-grams. Most research in this area focuses on

- programs designed to ensure a *safe and disciplined school environment* as a key to deterring violence and reducing injury
- *violence prevention and resiliency curriculum* designed to teach children anger management, problem-solving skills, social skills, and conflict resolution.

In both instances, the evidence supports a variety of practices that help reduce injuries and violent incidents in schools.[67-85]

(4) Enhancing home involvement. In recent years, the trend has been to expand the nature and scope of the school's focus on enhancing home involvement. Intervention practices encompass efforts to (a) address specific learning and support needs of adults in the home (e.g., classes to enhance literacy, job skills, ESL, mutual support groups), (b) help those in the home meet basic obligations to the student, (c) improve systems to communicate about matters essential to student and family, (d) strengthen the home-school connection and sense of community, (e) enhance participation in making decisions essential to the student's well-being, (f) enhance home support related to the student's basic learning and development, (g) mobilize those at home to problem solve related to student needs, and (h) elicit help (support, collaborations, and partnerships) from the home with respect to meeting classroom, school, and community needs. The context for some of this activity may be a parent center (which may be part of the Family and Community Service Center Facility if one has been established at the site). A few examples illustrate the growing research-base for expanded home involvement.

- *Adult education* is a proven commodity in general and is beginning to be studied in terms of its impact on home involvement in schooling and on the behavior and achievement of youngsters in the family. For example, evaluations of adult education in the form of *family literacy* are reporting highly positive outcomes with respect to preschool children, and a summary of findings on family literacy reports highly positive trends into the elementary grades.[86]
- Similarly, evaluations of *parent education* classes indicate the promise of such programs with respect to improving parent attitudes, skills, and problem solving abilities; parent-child communication; and in some instances the child's school achievement.[87-90] Data also suggest an impact on reducing children's negative behavior.[91-99]
- More broadly, programs to *mobilize the home in addressing students' basic needs* effect a range of behaviors and academic performance.[100]

(5) Outreaching to the community to build linkages and collaborations. The aim of outreach to the community is to develop greater involvement in schooling and enhance support for efforts to enable learning. Outreach may be made to (a) public and private community agencies, colleges, organizations, and facilities, (b) businesses and professional organizations and groups, and (c) volunteer service programs, organizations and clubs. Efforts in this area might include 1) programs to recruit and enhance community involvement and support (e.g., linkages and integration with community health and social services; cadres of volunteers, mentors, and individuals with special expertise and resources; local businesses to adopt-a-school and provide resources, awards, incentives, and jobs; formal partnership arrangements), 2) systems and programs specifically designed to train, screen, and maintain volunteers (e.g., parents, college students, senior citizens, peer and cross-age tutors/counselors, and professionals-in-training to provide direct help for staff and students–especially targeted students), 3) outreach programs to hard-to-involve students and families (those who don't come to school regularly – including truants and dropouts), and 4) programs to enhance community-school connections and sense

of community (e.g., orientations, open houses, performances and cultural and sports events, festivals and celebrations, workshops and fairs). A Family and Community Service Center Facility might be a context for some of this activity.
(Note: When there is an emphasis on bringing community services to school sites, care must be taken to avoid creating a new form of fragmentation where community and school professionals engage in a form of parallel play at school sites.)

The research-base for involving the community is growing.

- A popular example are the various *mentoring and volunteer programs.* Available data support their value for both students and those from the community who offer to provide such supports. Student outcomes include positive changes in attitudes, behavior, and academic performance (including improved school attendance, reduced substance abuse, less school failure, improved grades).[101-105]

- Another example are the efforts to outreach to the community to develop *school-community collaborations.* A reasonable inference from available data is that school-community collaborations can be successful and cost-effective over the long-run.[106-110] They not only improve access to services, they seem to encourage schools to open their doors in ways that enhance recreational, enrichment, and remedial opportunities and family involvement. A few have encompassed concerns for economic development and have demonstrated the ability to increase job opportunities for young people.

(6) Providing special assistance for students and families. Some problems cannot be handled without a few special interventions; thus the need for student and family assistance. The emphasis is on providing special services in a personalized way to assist with a broad-range of needs. School-owned, based, and linked interventions clearly provide better access for many youngsters and their families. Moreover, as a result of initiatives that enhance school-owned support programs and those fostering school-linked services and school-community partnerships (e.g., full services schools, family resource centers, etc.), more schools have more to offer in the way of student and family assistance. In current practice, available social, physical and mental health programs in the school and community are used. Special attention is paid to enhancing systems for prereferral intervention, triage, case and resource management, direct services to meet immediate needs, and referral for special services and special education resources and placements as appropriate. A growing body of data indicates the current contribution and future promise of work in this area. For example:

- The more *comprehensive approaches* not only report results related to ameliorating health and psychosocial problems, they are beginning to report a range of academic improvements (e.g., increased attendance, improved grades, improved achievement, promotion to the next grade, reduced suspensions and expulsions, fewer dropouts, increased graduation rates).[111-120]

- A rapidly increasing number of *targeted interventions* are reporting positive results related to the specific problems addressed (e.g., reduced behavior, emotional, and learning problems, enhanced positive social-emotional functioning, reduced sexual activity, lower rates of unnecessary referral to special education, fewer visits to hospital emergency rooms, and fewer hospitalizations).[121-125]

Concluding Comments

Taken as a whole, the research-base for initiatives to pursue a comprehensive focus on addressing barriers to student learning and promoting healthy development indicates a range of activity that can enable students to learn and teachers to teach. The findings also underscore that addressing major psychosocial problems one at a time is unwise because the problems are interrelated and require multifaceted and cohesive solutions. In all, the literature both provides models for content of such activity and also stresses the importance of coalescing such activity into a comprehensive, multifaceted approach.

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Appendix F

Abstracts of "New Directions" Documents Provided by Participants

As part of the Summit, several efforts to comprehensively develop new directions were highlighted. Over the coming year, an important aspect of the New Directions for Student Support initiative will be to amass information on all major innovations. Thus, the following abstracts are simply a first step. Please send us any information about other comprehensive efforts to move in new directions so they can be added to the list.

Hawai`i's Comprehensive Student Support System (CSSS)

Because Hawai`i is a state system, policy is developed at the state level. Hawai`i's policy for school improvement has three components: instruction, management, and student support. In pursuing new directions for student support, Hawai`i's Department of Education adopted the concept of a Comprehensive Student Support System (CSSS). This is their umbrella component for ensuring that their school improvement initiatives move in new directions to develop comprehensive, multifaceted learning supports. The intent is for all schools to provide a continuum of programs and services to ensure academic, social, emotional and physical environments where all students are enabled to learn the content taught in keeping with high performance standards. This continuum begins in the classroom, with differentiated classroom practices as the base of support for each student. It extends beyond the classroom to include school and community resources. CSSS operates in all school settings, linking students and families to the resources of the Department of Education (DOE), as well as those of their neighborhood, their community, the Department of Health (DOH) and other governmental and private agencies and groups.

CSSS provides students, families, teachers, principals, and staff with the support they need to ensure that students succeed. It is designed to displace barriers that impede student success. The major goals are to (1) provide students with comprehensive, coordinated, integrated, and customized supports that are accessible, timely, and strength-based so that they can achieve in school, (2) involve families, fellow students, educators, and community members as integral partners in the provision of a supportive, respectful learning environment, and (3) integrate the human and financial resources of appropriate public and private agencies to create caring communities at each school. There is a strong focus on prevention and early intervention. The component is conceived in terms of six arenas of activity:

Personalized Classroom Climate and Differentiated Classroom Practices
Prevention/Early Intervention
Meaningful Family Involvement
Support for Transition
Community Outreach, Partnerships, and Volunteers
Specialized Assistance and Crisis/Emergency Support

These are provided at each of five levels of support: (1) basic support, (2) informal additional support, (3) individualized programs, (4) specialized services, and (5) intensive services. The Department of Education's standards -based, data-driven guidelines for school improvement (called the Standards Implementation Design or SID) provide descriptors of each of these arenas along with criteria for assessing a school's progress in developing the component.

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New American School's Urban Learning Center Model (a comprehensive school reform model)

The Urban Learning Center "break-the-mold" school reform design is organized around three essential components: (1) Teaching and Learning, (2) Learning Supports, and (3) Governance and Management. The model was developed as a collaboration involving the Los Angeles Unified School District's administration, the teachers's union, and a variety of community partners. The resulting design is a pre-K through 12 urban education model that the U.S. Department of Education recognizes as an important *evolving* demonstration of *comprehensive* school reform; as such, it has been included in federal legislation as one of the comprehensive school reform models that schools are encouraged to adopt.

The model *addresses barriers to learning* by establishing a comprehensive, integrated continuum of *learning supports.* As it evolves, this Learning Support Component is providing local, state and national policy makers with an invaluable framework and concrete practices for enabling students to learn and teachers to teach. Districts in Utah, Oregon, and Georgia have adopted the model. Other districts and states have expressed interest in the concept of learning supports.

Key to achieving its educational imperatives is a comprehensive and ongoing process by which school and community resources are restructured and woven together to address barriers to learning and development. By calling for reforms that fully integrate a focus on addressing barriers, the concept of a Learning Supports Component provides a unifying concept for responding to a wide range of psychosocial factors interfering with young people's learning and performance and encompasses the type of models described as full-service schools – and goes beyond them in defining a comprehensive component for addressing barriers to learning and promoting healthy development. That is, besides focusing on barriers and deficits, there is a strong emphasis on facilitating healthy development, positive behavior, and assets building as the best way to prevent problems and as an essential adjunct to corrective interventions.

The model stresses that emergence of a comprehensive and cohesive Learning Supports component requires policy reform and operational restructuring that allow for weaving together what is available at a school, expanding this through integrating school, community, and home resources, and enhancing access to community resources by linking as many as feasible to programs at the school. This involves extensive restructuring of school-owned enabling activity, such as pupil services and special and compensatory education programs. In the process, mechanisms are developed to coordinate and eventually integrate school-owned enabling activity and school and community-owned resources. Restructuring also is needed to ensure that the component is well integrated with the developmental/instructional and management components in order to minimize fragmentation, avoid marginalization, and ensure that efforts to address problems (e.g., learning and behavior problems) are implemented on a school-wide basis and play out in classrooms.

Operationalizing such a component requires formulating a delimited framework of basic programmatic areas and creating an infrastructure to restructure enabling activity. Such activity is clustered into six interrelated areas: (1) *classroom-focused enabling* which focuses specifically on classroom reforms that help teachers enhance the way they work with students with "garden variety" learning, behavior, and emotional problems as a way of stemming the tide of referrals for services; (2) *support for transitions* such as providing welcoming and social support programs for new students and their families, articulation programs, before and after school programs; (3) *crisis response and prevention*; (4) *home involvement in schooling*; (5) *students and family assistance* which encompasses provision of a full range of health and human services offered in the context of a family resource center and a school-based clinic; and (6) *community outreach* which includes an extensive focus on volunteers.

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Los Angeles, CA 90015 (213) 622-5237

Albuquerque Public Schools (NM) – a New Vision of Health/Mental Health Services

The Albuquerque Public School's strategic plan for moving support services in new directions has the aim of developing a comprehensive, integrated approach to addressing barriers to learning within schools. Using the concept of an enabling component, the plan focuses on (1) classroom enabling, (2) support for transitions, (3) crisis assistance and prevention, (4) home involvement in schooling, (5) student and family assistance services, and (6) community outreach for involvement and support. Each of these will guide mapping and analysis of what currently is in place and what gaps exist. Presently, the District uses multi-disciplinary teams of health/mental health professionals for school-based and cluster planning. Such teams will consist of a school psychologist (as team leader), a school counselor, a social worker, nurse, representatives from school-based health center, other staff and community members as appropriate, and student and family members as appropriate. At the district level, the plan calls for realigning leadership in order to model collaboration, consolidating funding streams, outreach to develop collaboration with outside agencies, building capacity at schools through use of a Comprehensive Service Coordinator and inservice on barriers to learning, health/MH issues, and program development. Presently, the District is piloting a comprehensive database to increase accountability by evaluating the relationship between student support and academic achievement.

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Madison Metropolitan School District (WI) – an Expanded Educational Framework

This school district is "developing and will be implementing a comprehensive system of student supports to ensure that each child has the greatest opportunity to become a successful adult." The plan calls for construction of system-wide supports and staff working in professional learning communities. Madison's expanded framework fully integrates student support with its concern for improving instruction. The primary organizers for the framework are a focus on (1) engagement (connection to schooling), (2) learning (acquiring knowledge and skills), and (3) relationships (connections to people). Practices are to "focus equally on improvement of learning, increased student engagement with schooling and development of positive relationships between children and adults." There is an emphasis on collaboration among staff, parents/guardians, and the community and links with community supports and services. For students who are not succeeding at school, the the framework provides for a progressive assessment and problem solving sequence that starts with classroom specific supports, moves to school/district wide supports if necessary, on to time limited specialized support when needed, and finally offers long term intensive specialized support. The infrastructure at the schools is conceived in terms of (1) a building leadership team, (2) an intervention team, and (3) a building consultation team. At the district level, student support leadership are part of the instructional cabinet to ensure full integration of the framework components. There also is a Framework Advisory Team.

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Washington State's Plan for Preparing Students for the 21st Century

As part of it 5 year strategic planning, the state's Office of the Superintendent of Public Instruction has four major goals. One of these focuses on developing a supportive learning environment in every school. It states:*All students will learn in safe, civil, healthy, and engaging environments established by families, schools, communities, education partners, and students.* Three objectives and related measures have been developed in relation to this goal: ensure that (1) all schools have safe, civil, and healthy learning environments for students and staff, (2) all schools offer learning environments that engage every student, and (3) students have access to social and health services that reduce barriers to learning. The design focuses on strategies for enhancing personal health and safety, improving facilities, improving school health and safety systems.

Contact: Marcia Riggers, Assistant Superintendent, Student Support and Operations,
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Olympia, WA 98504-7200 Ph (360) 725-6175 FX (369) 664-3575
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Other Documents and Information Shared at the Summit Provided Indications of Student Supports Moving in New Directions

Those representing school counselors cited the ASCA National Model and Standards for School Counseling Programs as a major step forward in moving from inconsistent program implementation towards a united, focused professional school counseling program designed to ensure that every student achieves success.

Several state education agencies indicated they have increased their focus on the importance of ensuring there is a network of learning supports available for students. For example, New York State Education Agency's stresses that one of the "essential elements of standards-focused middle-level schools and programs" is a network of academic and personal supports; such supports "not only provide extra academic help but also address barriers to learning." This has lead to an initiative that includes developing and promoting a systemic planning process to enhance student support planning in all middle-level schools. Another example is the California Dept. of Education which has adopted the concept of Learning Support as it attempts to enhance the way such supports are provided at schools.

Several districts indicated projects focused on demonstrating ways to integrate learning support systems. For example, the Los Angeles Unified School District's plan for restructuring of facets of its student supports established two major goals for supporting student achievement and success: (1) to increase the organization, effectiveness, and efficiency of the District to provide learning supports to students and their families and (2) to increase partnerships with parents, schools, community-based organizations, city, and county efforts that support improved health and education outcomes for youth. In order to accomplish these goals, the District created a new change agent position, called an *organization facilitator*, and trained a cadre of such personnel to assist each high school complexes to better coordinate resources and services. The plan calls for these change agents to facilitate establishment of and work with *resource coordinating councils* in each complex and school-site *resource coordinating teams*. In addition to helping all stakeholders identify and clarify priorities for their students and families within the high school complex, organization facilitators assist in developing action steps and new approaches which better respond to the needs of students and families. The intent is to enhance coordination and (re)deployment of existing resources into learning supports that improve student attendance, participation in learning, and achievement.

For Additional Resources, See:

New Directions in Enhancing Educational Results: Policymakers' Guide to Restructuring Student Support Resources to Address Barriers to Learning

Resource-Oriented Teams: Key Infrastructure Mechanisms for Enhancing Education Supports

Framing New Directions for School Counselors, Psychologists, & Social Workers

New Directions for School & Community Initiatives to Address Barriers to Learning: Two Examples of Concept Papers to Inform and Guide Policy Makers

Expanding Educational Reform to Address Barriers to Learning: Restructuring Student Support Services and Enhancing School-Community Partnerships

Guides for the Enabling Component -- Addressing Barriers to Learning and Enhancing Healthy Development

Creating the Infrastructure for an Enabling (Learning Support) Component to Address Barriers to Student Learning

School-Community Partnerships: A Guide

Restructuring Boards of Education to Enhance Schools' Effectiveness in Addressing Barriers to Student Learning

Sampling of Outcome Findings from Interventions Relevant to Addressing Barriers to Learning

Addressing Barriers to Student Learning & Promoting Healthy Development: A Usable Research-Base

Addressing Barriers to Learning: A Set of Surveys to Map What a School Has and Needs

Resource Mapping and Management to Address Barriers to Learning: An Intervention for Systemic Change

Organization Facilitators: A Change Agent for Systemic School and Community Changes

Sustaining School-Community Partnerships to Enhance Outcomes for Children and Youth: A Guidebook and Tool Kit

New Initiatives: Considerations Related to Planning, Implementing, Sustaining, and Going-to-Scale

Addressing Barriers to Learning: Overview of the Curriculum for an Enabling (or Learning Supports) Component

CSSS - Hawai`i's Comprehensive Student Support System... a multifaceted approach

Classroom Changes to Enhance and Re-engage Students in Learning

Enhancing Classroom Approaches for Addressing Barriers to Learning: Classroom Focused Enabling

Financial Strategies to Aid in Addressing Barriers to Learning

Evaluation and Accountability: Getting Credit for All You Do!

All these can be downloaded at no cost from the Center's website:

http://smhp.psych.ucla.edu

For further assistance, contact the Center (see cover for contact information).

From the Center's Clearinghouse...

Thank you for your interest and support of the Center for Mental Health in Schools. You have just downloaded one of the packets from our clearinghouse. Packets not yet available on-line can be obtained by calling the Center (310)825-3634.

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We look forward to interacting with you and contributing to your efforts over the coming years. Should you want to discuss the center further, please feel free to call (310)825-3634 or e-mail us at smhp@ucla.edu

Send your responce to:
School Mental HealthProject,
UCLA Dept of Psychology
405 Hilgard Ave.
Los Angeles, CA 90095-1563

The Center is co-directed by Howard Adelman and Linda Taylor and operates under the auspices of the School Mental Health Project, Dept. of Psychology, UCLA, Los Angeles, CA 90095-1563 -- Phone: (310) 825-3634.

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Office of Educational Research and Improvement (OERI)
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Educational Resources Information Center (ERIC)

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